

BLACKS IN NEW JERSEY - 1982

Third Annual Report

NEW JERSEY PUBLIC POLICY RESEARCH INSTITUTE

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THE NEW JERSEY PUBLIC POLICY RESEARCH INSTITUTE

The New Jersey Public Policy Research Institute (NJPPRI), established in 1978, is a volunteer, non-profit, tax exempt organization. The Institute is concerned with identifying, analyzing and promulgating public policy issues significantly affecting the black residents of New Jersey. Further, the organization seeks to present these issues for appropriate public discussion. Through public discussion, the Institute contributes to the development of strategies that address these issues in ways beneficial to the State's Black population.

The Institute is state-wide in focus and attempts to work cooperatively with public policy oriented individuals and organizations throughout New Jersey. Activities of the Institute are managed by a 30 member Board of Directors.

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FOREWORD

This report by the New Jersey Public Policy Research Institute, a voluntary, non-profit association of black professionals, is our third attempt to present a set of facts and figures concerning selected quality of life issues important to New Jersey's black population. This year our attention focuses on services to children, general health care, mental health, unemployment, corrections, minority business, affirmative action, and urban development. The contributors to the report describe why these issues are important to the state's black community, where possible indicate whether progress has been made in dealing with them, and offer some suggestions about what needs to be done to mitigate the continuing problems the black community confronts regarding them.

The members of the Institute, during discussions leading up to the preparation of this report, voiced a concern that publications addressing black community issues rarely document progress made or initiatives undertaken within the black community to enhance the quality of our lives. We therefore asked each contributor to give appropriate attention to this matter in the process of gathering information for the topics covered in the report.

Unfortunately, as George Hampton states in the Community Index, very little data are available about positive developments in the black community. Yet, the contributors have managed to provide some clues as to progress being made.

What is contained herein is by no means exhaustive in terms of important black community issues. We have not, for example, examined such major areas of public policy as secondary education or juvenile justice or housing. These issues will be treated in subsequent editions of this annual report. In that regard, we welcome inquiries from individuals knowledgeable in these and other areas who wish to contribute to future editions of the report.

This publication, as Sam Shepherd, last year's Editor stated in the Introduction, is addressed to black elected and appointed officials, the Governor, his staff and cabinet, State legislators, and local leaders. First and foremost, however, the report is addressed to the black citizens of New Jersey.

We hope this report provides a useful basis for concerted action on public policy issues of concern to blacks in New Jersey as 1982 draws to a close.

Richard W. Roper
Editor and Vice President

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THE BLACK COMMUNITY INDEX

George Hampton

OVERVIEW

This section of the report attempts to provide a data base for reviewing the status of blacks in New Jersey during the first three years (1980-82) of the decade of the 80's. However, a major shortfall of this report is its lack of positive insight into the black community. This is primarily because such information is hard to quantify, in as much as Federal and State government records (which are the main sources of data for this report) are primarily designed to collect only the racial data which reflects negative conditions in the black communities.

For example, it is easy to document the number of so-called "illegitimate" births in the black community; but it is impossible to determine the number of fathers who support their children, whether married or not. We can readily identify the number of blacks who are in prisons, on welfare or are unemployed; but the State does not know how many blacks own their own businesses, or who are artists, scientists or educators. Thus, from a racial perspective, State government records are designed to reveal the smaller proportion of blacks who are takers but does not seem to quantify the vast majority of blacks who are contributors.

Basically the facts reveal many differences between New Jersey's black and white communities. The black population is increasing and now constitutes at least 12.5 percent of the State's population. The black population is younger due to high percentages of births and shorter life-spans. Blacks are primarily renters and are concentrated in urban centers.

Some of the realities of being black in New Jersey are revealed by the following statistics: while comprising 12.5 percent of the State's total population, blacks represent 10 percent of the mortalities, 19.6 percent of all births, 21 percent of the government workforce, 20 percent of the unemployment claimants, 35 percent of all infant mortality, 49 percent of the welfare recipients and 60 percent of the inmates in State prisons.

I. ELECTED LEADERSHIP

A serious inequity suffered by all blacks in New Jersey is their inability to get adequate representation through elected offices. Blacks represented 9 percent of the voting age population in 1979, and 11 percent in the years 1980 and 1981. If all blacks in this age group were registered and voted, it seems feasible that they could represent the "swing vote" in some State-wide elections. However, in 1981 it appeared that of the 587,000 blacks who were of voting age, only 287,000 were registered (48.9 percent).

Thus, New Jersey has no blacks in elected office which require regional or State-wide elections such as U.S. Congressmen, U.S. Senators, or Governors. In fact, during the 1979-81 period, there has been only one (1) black among forty (40) State Senators, and just four (4) blacks among eighty (80) State Assembly Members. Two additional black Assemblymen were elected in November 1981 and took office in January 1982.

At the County level, black representation seems to be on the decline, while there were eight (8) blacks among one hundred and thirty-five (135) Freeholders in 1979, by 1981 the number had fallen to six (6).

At the Municipal level there were only six (6) blacks among the five hundred and sixty-seven (567) Mayors in 1981. At the Ward level, blacks managed to elect about sixty (60) Councilmen in 1981.

Table 1

SCHEDULE I
Registered to Vote

	1979	1980	1981
	-----	-----	-----
Voting Age (all races)	4,777,200	5,398,000	5,322,000
Voting Age (Blacks)	445,300	615,000	587,000
Black Voting Age %	9%	11%	11%
Black Registered Voters	-	-	287,000
BRV/VAB			48.8%

SCHEDULE II
Elected Representation

State Senator	1
State Assembly Members	4
County Freeholders	8
Municipal Mayors	5
Municipal Councilmen	58
Total	76

State-wide Offices (1981)

Number	% Black
40	2.5%
80	5.0%
135	4.4%
567	1.3%
N/A	N/A

Source: Joint Center for Political Studies

II. POPULATION AND BIRTH STATISTICS

New Jersey's black population has nearly doubled in just 20 years, having grown from 515,000 persons in 1960, to 770,000 in 1970, and almost 925,000 residents in 1980. The percentage of blacks in the State has increased from 8.5 percent in 1960 to 10.7 percent in 1970, to 12.5 percent in 1980.

TABLE 2
State Black Population

	Total Population	Black Population	% Black
1960	6,066,782	*515,000	8.5%
1970	7,171,112	*770,000	10.7%
1980	7,364,158	924,786	12.5%

* Estimates

Source: U.S. Census

a) Births

(See table 3 below.)

One of the reasons for the expanding black population is its high birth rate. For example, in 1980 there were

96,438 births, by all races, in the State; 18,986 of these births were blacks (representing 19.6 percent). This is a high percentage of births considering the size of the black population in the State. In 1977 blacks and other minorities represented 21 percent of all births, 22 percent in 1978 and 21 percent in 1979.

TABLE 3

Births

	All Races	White	% White	Minorities	% Others	%
1977	93,786	72,944	78%	19,249	21%	1%
1978	93,356	71,637	77%	20,128	22%	1%
1979	95,672	73,534	77%	20,373	21%	2%
1980	96,438	73,982	77%	*18,986	20%	3%

* Blacks only in 1980

Source: N.J. Department of Health

b) Age Groups

(See table 4 below.)

The black population in New Jersey is younger than the white population. At least 9 percent of the black population is under 5 years old and 36 percent is 17 years

old or younger. For the white population the respective percentages are 6 percent and 25 percent. Only 6 percent of blacks are 65 or older while 13 percent of the white population is in this age group.

TABLE 4
Age Groups*

Ages	Blacks	%	White	%
Under 5	80,000	9%	348,000	6%
5-17	252,000	27%	1,192,000	19%
18-64	535,000	58%	3,796,000	62%
65+	58,000	6%	792,000	13%
Total	925,000	100%	6,128,000	100%

* Numbers and percentages have been rounded

Source: U.S. Census 1980

III. HEALTH STATISTICS

a) Prenatal Care

(Blacks vs. Whites)

The problems of teenage pregnancies, unwed mothers, and in some cases, poor pre-natal care, have produced an alarming infant mortality rate in the black community.

There were 609 infants of all races who died in 1980; 216 or 35 percent of them were black infants.

Almost 62 percent of all black births were labeled illegitimate, in 1980, compared to 11 percent of all white births during the same year. Even though 95 percent of all black births were delivered under a physician's care, midwifery services are not uncommon in the black community. There were 1,453 mid-wife attended births in 1980: 827 of them (44%) were for black babies.

The following Table 5 provides data on prenatal care and the ages of mothers who gave birth.

Table 5 illustrates that there were 92,960 births by both black and white mothers in 1980; about 18,985 of them (20%) were black births. There were 972 births where the mothers were unable to designate when prenatal care began, 543 of these births (56%) were by black mothers. There were 1,389 births where no prenatal care was given; 999 of these births (72%) were black babies.

Table 5

Month of Pregnancy Prenatal Care Began, By Age of Mother, By Race

Month	Age of Mother												GRAND TOTALS		
	14 or less		15 - 19		20 - 24		25 - 29		30 - 34		35 or More		Total	Total	Total
	White	Black	White	Black	White	Black	White	Black	White	Black	White	Black	Both Races	White	Black
1st	3	14	444	550	2,596	1,008	6,825	1,140	570	147	1	1	11,207	10,439	2,85
2nd	14	20	372	725	8,137	1,397	21,666	1,980	2,042	282	10	2	17,649	33,241	4,40
3rd	16	27	1,650	1,082	5,053	1,484	9,804	1,404	1,097	183	7	0	2,807	17,627	4,8
4th	19	31	964	696	1,796	743	2,201	810	328	79	1	1	7,471	5,111	2,6
5th	7	40	742	626	1,033	551	872	338	137	49	0	0	4,395	2,791	1,60
6th	9	21	543	381	606	364	511	240	82	26	0	0	2,783	1,791	1,03
7th	8	16	328	271	408	253	324	148	49	20	2	0	1,823	1,117	70
8th	9	4	195	122	239	149	205	65	27	12	1	0	1,028	676	35
9th	1	1	62	40	80	51	55	37	5	4	0	0	336	203	13
one or more	4	16	120	376	125	344	107	228	34	15	0	0	1,389	390	95
unknown	4	8	65	165	130	202	199	147	31	21	0	0	972	429	54
94	98	6,483	5,042	20,203	6,544	42,760	6,339	4,402	858	24	4		92,960	73,975	18,98

Source: Birth Data Index 1980
New Jersey Department of Health pg. B-12

b) Teenage Pregnancies

In 1980, about 5,240 births, representing 48 percent of all black births, were to mothers who were under 20 years old; about 9 percent of all white births were to mothers in the same age category. There were more than twice as many black pre-teenagers (ages 14 or less) who gave birth than whites in the same age category; 198 black pre-teenage births and 94 white births in this age category.

c) Mortality

There were 68,762 deaths in New Jersey during 1980; about 7,216 of them (10%) were blacks. Approximately 4,026 of these deaths were black males. The four greatest causes of death for black males were:

1. Diseases of the heart	30%
2. Malignant neoplasms	22%
3. Cerebrovascular diseases	6%
4. Homicide	5%
5. All others	37%
Grand Totals	4,026 100%

For black females there were 3,190 deaths during 1980. The four greatest causes were:

1. Diseases of the heart	36%
2. Malignant neoplasms	21%

3. Cerebrovascular diseases	9%
4. Diabetes	4%
5. All others	30%
Grand Totals	3,190 100%

IV. LIVING PATTERNS

a) Households

New Jersey's 924,786 blacks live in about 292,821 housing units. It appears that their average household size is about 3.2 persons. The State's 6,127,090 white residents live in 2,168,474 housing units, therefore the apparent household size is about 2.8 persons. Blacks are primarily renters while whites are primarily homeowners. About 187,841 housing units are rented by blacks; this represents about 64 percent of all units occupied by blacks in the State. Only about 722,692 housing units are rented by whites, this represents just 33 percent of all units occupied by whites in the State.

b) County Distribution

(See table 6 below.)

In 1980, approximately 70 percent of the State's black population was concentrated in urban counties. About 649,000 of them lived in just the 6 counties of Camden, Essex, Hudson, Mercer, Passaic, and Union.

The population of blacks in each county varied substantially from 1 percent in Warren to 37 percent in Essex. The median percentage for black populations in the counties was about 12.5 percent. Although urban counties have higher proportions of blacks, several suburban and rural counties, have shown surprisingly high percentages, namely, Atlantic 19 percent, Cumberland 15 percent, Gloucester 12.6 percent, and Salem 15 percent.

Overall, the State's black population increased by 20 percent during the last decade from about 770,000 in 1970 to about 925,000 in 1980. Essex and Union counties had the greatest growth in absolute numbers, with increases of 37,030 persons and 20,484 persons respectively. Sussex and Burlington had the greatest gains in black growth rates of 118.7 percent and 61.5 percent. The median rate of growth by blacks in a county was 17.9 percent.

TABLE 6

1980 Black Population Growth from 1970, by County

County	1980 % Black	1980 Black Population	Growth from 1970	% Growth from 1970
Atlantic	19.0	34,133	+ 3,730	12.3
Bergen	4.0	33,043	+ 8,128	32.6
Burlington	12.5	45,471	+ 17,309	61.5
Camden	14.0	67,232	+ 14,914	28.5
Cape May	6.0	5,157	+ 385	8.0
Camberland	15.0	19,868	+ 3,302	19.9
Essex	37.0	316,166	+ 37,030	13.3
Gloucester	12.6	16,936	+ 2,492	17.3
Hudson	12.6	70,050	+ 8,955	14.7
Hunterdon	1.3	1,123	+ 43	3.7
Mercer	18.0	55,545	+ 5,743	11.5
Middlesex	6.0	35,768	+ 9,701	37.2
Monmouth	8.5	42,985	+ 4,710	12.3
Morris	2.5	10,017	+ 34	18.1
Ocean	2.7	9,439	+ 3,178	50.8
Passaic	13.0	59,166	+ 8,967	17.9
Salom	15.0	9,744	+ 511	5.5
Somerset	5.0	10,123	+ 2,957	39.9
Sussex	.06	680	+ 369	118.7
Union	16.0	81,207	+ 20,484	33.7
Warren	1.0	933	+ 123	15.2
Total		924,786	+153,065	

c) Selected Cities with Significant Black Populations

(See table 7 below.)

Although black residents can be found in nearly all of the 567 municipalities in the State, they usually live in concentrated pockets in urban areas. Table 7 below identifies the black population in each of the State's 21 counties, and provides black population data on 15 selected municipalities which have at least a 14 percent black population. About 126,575 blacks reside in these 35 municipalities which contain about 78.5 percent of the total black population, but only 25.5 percent of the State's total population.

The black population in each county ranges from a low of 680 persons (Sussex County) to a high of 316,166 (Essex County). The total population in the selected municipalities range from 4,182 (Wildwood) to 329,248 (Newark). The black population in each city ranges from 1,051 (Wildwood) to 171,743 (Newark), and comprise at least 14 percent (Lakewood) to a maximum of 83.5 percent (East Orange) of a municipality's total population.

Regardless of whether a County is rural, suburban or urban, the black population is usually found in municipal pockets of concentration. For example, in Ocean County (rural) 57 percent of the black population is found in just one municipality - Lakewood. In Bergen County

Table 7

1980 Black Population County/Selected Municipalities

County/Black Population	City	Total Population	Black Population	% Black	% County Black
Atlantic 34,133	Atlantic City Pleasantville	40,199 13,435	20,029 6,712	49.8 49.9	58.6 20.3
Bergen 13,043	Englewood Hackensack Teaneck Township	23,701 36,039 39,007	9,629 7,497 9,184	40.6 20.8 23.5	29.1 22.6 27.7
Burlington 45,471	Pemberton Township Willingboro	29,720 39,912	5,984 15,102	20.1 37.8	13.1 33.2
Camden 67,232	Camden City	84,910	45,008	53.0	66.9
Cape May 5,157	Mildwood	4,913	1,051	21.4	20.3
Catherland 19,868	Bridgeton	18,795	6,500	34.6	32.7
Essex 316,166	East Orange Irvington Montclair Newark Orange City	77,025 61,493 38,321 329,248 31,136	64,354 23,397 11,057 191,743 17,840	83.5 38.0 28.8 58.3 57.2	20.3 7.4 3.4 60.6 5.6
Gloucester 16,436	Faukeboro Borough	6,944	1,787	25.7	10.6
Hudson 70,040	Jersey City	223,532	61,954	27.7	89.4
Hatfield 21	0				
Marion 55,545	Trenton	92,124	41,860	45.4	75.3
Middlesex 35,768	New Brunswick Piscataway	41,442 42,223	11,811 6,162	28.5 14.5	33.0 17.2
Morristown 42,985	Asbury Park Long Branch Neptune Township Red Bank	17,015 29,819 28,366 12,031	8,535 6,014 9,242 3,101	50.1 20.2 32.5 25.8	19.8 13.9 21.5 7.2
Morris 10,017	Morristown	16,614	4,145	24.9	41.3
Monmouth 9,439	Lakewood Township	38,464	5,406	14.0	57.2
Passaic 59,166	Passaic Peterson	52,463 137,970	10,364 47,091	19.8 34.1	17.5 79.5
Salem 9,744	Penns Grove	5,760	1,908	33.1	19.5
Somerset 10,123	Franklin Township	31,358	7,028	22.4	69.4
Sussex 680	0				
Union 81,207	Elizabeth Hillside Township Linden City Plainfield Roseville Park Borough	106,201 21,440 37,826 45,555 20,641	19,289 6,381 6,247 27,420 5,743	18.1 29.7 16.5 60.2 27.8	23.7 7.8 7.6 33.7 7.0
Warren 933	0				
TOTALS 974,786		1,875,652	726,575		

(suburban/urban), about 79 percent of its black population is concentrated in just 3 municipalities, Englewood (29.1%), Hackensack (22.6%), and Teaneck (27.7%). In Hudson County (urban) about 88.4 percent of its black population is concentrated in just one municipality - Jersey City.

V. EMPLOYMENT TRENDS

a) Unemployment Rates

The State of New Jersey has experienced several declines in its economy during the past four years. The year 1982 started on a sour note for all workers in the State, considering that the unemployment rate during the first quarter reached an all time high of 9.5 percent. During the last quarter of 1979 through to the first quarter of 1982, the total State unemployment rate increased by 52 percent, the white unemployment rate increased by 35 percent, and the black unemployment rate increased by only 29 percent. At first this seems to indicate a softening of unemployment trends for minorities, but such conclusions are invalid for several reasons:

1. Black youth unemployment continues to soar upward. While white youth unemployment has yet to reach the 20 percent mark, minority youth unemployment is now more than 3 times that of white youth and reached 56.3 percent in 1981.

2. The unemployment rate for minorities has always been significantly greater than the State's total rate or the rate for whites. New Jersey Department of Labor statistics reveal that the highest white unemployment rate of 8.5 percent in 1982 is still less than the lowest minority unemployment rate of 11.3 percent in 1979.
3. Each year, there seems to be fewer minorities being counted in the labor force.

c) Unemployment Insurance Claims

(See table 8 below.)

The number of persons collecting unemployment checks is on the rise. Part of this increase is related to a gradual increase in the number of minorities getting benefits.

Table 8 provides data on unemployment claimants during the month of March for a five year period. There were 134,000 claimants in 1978 and about 164,000 in 1982. While the number of white claimants have fluctuated between a high of 121,000 and a low of 104,900, the minority claimants, have steadily increased each year. It appears however, that the gradual rise in unemployment benefits are attributable to other minorities (rather than blacks). During the 1981 to 1982 period the number of blacks claimants increased by 1,500 persons while other minorities increased by 4,400 persons. This represents a 5 percent increase for black

claimants but a 28 percent increase in other minority claimants.

Table 3
Unemployment Insurance Claims (March)

	1978	1979	1980	1981	1982	
Total	134,000	148,000	148,500	150,900	164,100	
White	110,600	121,000	109,900	104,900	112,200	
All Minorities	23,400	27,000	38,600	46,000	51,900	
			Blacks Only	(30,500)	(32,000)	% Change +5%
			Other Minorities	(15,500)	(19,900)	+28%

Source: N.J. Department of Labor

C) State Government Employment

In 1980, 21.7 percent of the 65,000 member New Jersey State government work force was black, a rate that approached twice the black percentage of population. However, analysis reveals that 81 percent of black state government employees were concentrated in lower paying jobs and earned less than \$16,000 per year, while only 56 percent of white government workers were in this category. In contrast, blacks were dramatically underrepresented in higher paying jobs. About 10 percent of the total work force consisted of professionals earning in excess of \$25,000 per year. In this high income category, 5,986 employees were white, and only 333 were black. Finally, black males were seriously underrepresented in the state labor force. Only about 7.2 percent of all state workers were black males compared to 40.3 percent who were white males.

VI. MEDICAID AND WELFARE

(AID TO FAMILIES WITH DEPENDENT CHILDREN)

In 1980, 29 percent of New Jersey's black population received assistance through the Medicaid Program. To be eligible for Medicaid, a family of four must have a net income of less than \$5,000 per year. There were 269,000 blacks compared to 236,000 whites (4 percent of the white population) who were eligible for Medicaid in 1980.

All recipients of Aid to Families with Dependent Children (AFDC) are categorically eligible for Medicaid. Although studies indicate that nationally the majority of AFDC recipients are white, in New Jersey, the vast majority of AFDC recipients are black. During 1980, there were 446,000 recipients in the state's AFDC program; 27.5 percent white (122,540) and 49.2 percent black (219,742).

VII. THE CRIMINAL JUSTICE SYSTEM

a) Inmate Population

(See table 9 below.)

From 1979-1981 the total inmate population in State correctional institutions increased by about 750 persons; throughout this period, blacks comprised about 60 percent of the inmate population. For example, in May of 1979, there were 6,200 inmates and about 3,681 (or 59%) of them were black, while 1,924 (or 31%) of them were white.

Table 9 provides data on the inmates in State-owned correctional institutions, which illustrate that during 1979-1981 the total number of inmates increased while the racial compositions remained about the same from year to year.

TABLE 9
Inmates in Correctional Institutions

	1979		1980		1981	
White	1,924	31%	1,900	30%	2,051	30%
Black	3,681	59%	3,801	60%	4,117	59%
Other Minorities	595	10%	610	10%	782	11%
Total	6,200	100%	6,311	100%	6,950	100%

Source: N.J. Department of Corrections

b) Sentencing

It appears that blacks are given more severe sentences and are housed in the most strict and secure facilities. While incarcerated blacks are sent to maximum security prisons, whites are sent to less secure facilities. In 1980, blacks comprised 65 percent of the inmates in the prison complexes at Rahway, Trenton State and Leesburg, while whites comprised about 64 percent of the inmates at the Diagnostic and Treatment Center in Avenel.

In 1981, while there was about 6,950 inmates, an additional 9,592 people were on parole from State correctional facilities; 3,087 were white (32%) and 5,472 were black (58%).

c) Correctional System Workforce

The two primary State agencies within the criminal justice system are the Judiciary and the Department of Corrections. In 1980, although blacks comprised about 60 percent of the inmate population, they comprised 25 percent of the Department of Corrections' workforce, and 11 percent of the Judiciary's workforce. Furthermore, although black males comprise about 52 percent of the inmates, they represent only 19 percent of the Department of Corrections' workforce, and only 3 percent in the Judiciary.

d) County of Commitment

(See table 10 below.)

During the 1979-1981 period about 64 percent of all inmates in the State Correctional system are from the Counties of Camden, Essex, Hudson, Monmouth, Passaic and Union. In 1980 these counties contained about 46 percent of New Jersey's total population and had about 68 percent of the State's black population. In 1981 about 1,453 prisoners (representing 21 percent of all inmates) were from Essex County alone.

TABLE 13
County of Commitment

County	% Total Population 1980	% Total Population 1980	Inmate Percentages		
			1979	1980	1981
Camden	6	7	9	9	9
Essex	12	34	19	20	21
Hudson	8	8	8	7	6
Monmouth	7	4	9	11	10
Passaic	6	6	9	9	9
Union	7	9	8	8	64
Total	46%	68%	62%	64%	64%

Source: New Jersey Department of Corrections, U.S. Census

SERVICES TO CHILDREN

Gwendolyn I. Long

OVERVIEW

During the past two decades a social consciousness was developed regarding children's needs and rights, as well as women's rights and civil rights. The Reagan administration has now effectively relegated to the backwaters of public policy, issues of social justice. It has thrust this society into a domestic policy revolution via the budget process; at the center of the revolution is a value conflict. This conflict pits our commitment to children and strong families at every economic stratum against the balanced federal budget, a strong military and lower taxes for the affluent. The current domestic policy revolution has already resulted in strategic policies which take from the less powerful and near poor. Children do not vote, nor do they contribute to political campaigns; hence, they are powerless. Thus, because of Fiscal Year 1982 budget cuts, 19,000 children in New Jersey no longer benefit from Aid to Families with Dependent Children; 4000 children in New Jersey no longer benefit from food stamps; and 19,500 children in New Jersey no longer benefit from Medicaid.

Although these fiscal drawbacks threaten black families' strength and functioning it must be remembered that the black family in America has survived similar hard times and hostile national climates. Andrew Billingsly cites five traditional, cultural strengths which black families have historically relied upon:

1. Strong kinship bonds which have allowed for the sharing of resources and responsibilities;
2. A strong work aspiration evidenced by the fact that 45 percent of poor black people are not supported by Welfare;
3. Flexible role orientation in carrying out parenting functions and employment which has expanded the capacity of the black family to adapt to changing circumstances;
4. Achievement orientation as evidenced by poor families who in spite of setbacks believe their children will succeed and work hard to provide them with opportunities to do better; and
5. Belief in a transcendental spirit.

Throughout this article we will discuss current policy issues pertaining to child welfare with Billingsly's observations in mind.

While focusing on the status of services to black children in New Jersey in 1982 via income maintenance programs, child protection programs, and preventive

programs, it is imperative that we accept the domestic policy revolution now occurring for what it is and develop approaches for surviving through this period. These approaches must speak to black empowerment and mobilization of resources within the grasp of the black community. It is not enough to assess programmatic service needs of children, it is also necessary to examine the funding and service delivery process to ensure that it builds upon inherent community strengths. As we review the issues in this section we will attempt to examine the current problems and suggest avenues for alternative programming by the public sector as well as focused participation by the black community to enhance the development of optimal child welfare programming.

Historically, New Jersey has relied heavily upon the Federal government for funding and a large amount of direction in the area of child welfare. New Jersey has done little more than provide the required matching funds for the social service entitlement programs it has administered. It is therefore with a dubious eye that we now look to the State to fiscally make up the cuts in social welfare programming.

CURRENT CONDITIONS

Aid to Families with Dependent Children

Last year's Federal funding cut for Aid to Families with Dependent Children reduced the eligibility span of recipients of the service. The result cut families from the program or reduced the amount of many families' grants. Approximately 7000 working families in New Jersey became ineligible in October of 1981 and another 1700 in February, 1982; roughly 11 percent of these families have returned to the AFDC rolls already. The 1982-83 cuts will eliminate another 2.2 billion dollars beyond the 1981-82 cut from the program nationally; this cut will affect 700,000 children. Changes in the food stamp regulations for 1982-83 will cut one billion dollars beyond the 1981-82 cut in this program; this is 29 million dollars in New Jersey. Additionally, energy grants to low income AFDC households to meet rising heating costs, will be subtracted from AFDC grants during 1982-83. We can expect a 33 percent reduction of the funds for the Home Energy Assistance Program based upon the fiscal year 1983 proposal. Any of these cuts singularly will create hardship for poor families with children; cumulatively the cuts will be devastating.

Beyond the cuts in income support programs for basic living experiences, 1982-83 will have a damaging effect upon AFDC recipients' capacity to move into the labor market. Previously a working AFDC parent could keep the first 30

percent and 1/3 of gross earnings before the AFDC grant was cut.

The work incentive income disregard for working expenses now is being reduced so significantly that it will leave some working parents with less net income than the basic AFDC grant they would otherwise have been eligible for. Single mothers with children as young as 3 years will be forced to look for work, yet day care service will be less accessible. Many AFDC recipients will be pushed into "workfare" in order to receive Welfare. Workfare provides no Social Security benefits, questionable marketable skills development, and no provisions for child care.

It is being proposed that the WIN Job Placement and Training Program be eliminated entirely affecting 11,000 AFDC cases in New Jersey. The loss of work incentives such as income disregard and day care will have the immediate affect of less purchasing power and the long-term affect of thwarting upward economic mobility.

Previously dependent children up to the age of 21 who attended secondary school, college, or vocational school were covered by AFDC. The most recent changes limit eligibility to secondary school students scheduled to complete their education before their 19th birthday. It is also proposed that parents' benefits be cut when the youngest child reaches 16, the rationale being that the parent is no longer needed at home to care for the child.

This proposal does not consider how difficult it will be for unskilled women to enter the job market during this period of high unemployment. This policy change may, in fact, increase poverty by stretching the AFDC grant to cover one more person than it is computed for.

Medicaid

Another support program, Medicaid, as the fiscal year 1983 proposed cutbacks are implemented, will be less helpful to poor families' attempts to achieve economic self-sufficiency. Presently as a family moves off AFDC because of income from a job, Medicaid is extended for four months to assist the family in transition. It is currently being proposed that the extension be limited to one month.

Foster Care: A Special Problem

Of the 500,000 children nationally who are placed in foster care, 40 percent are black. At the end of 1980 in New Jersey 55.7 percent of all children in foster care were black. Children in New Jersey are ostensibly placed in foster care because they have been abused or neglected. Children in foster care tend to come from families which have been isolated from kinship and other support systems; as the pressures of coping with alienating environmental factors becomes too stressful the parents find themselves unable to provide for and adequately parent their children.

Child welfare literature has reported a high correlation between the difficult living circumstances of poverty and child abuse and neglect. Yet New Jersey law, similar to other states, speaks to "therapeutic" intervention to cure abuse and neglect. Protective service staff is not trained to alleviate poverty.

Instead of giving money to poor black parents to mitigate against the environmental factors associated with poverty, the government provides money for foster care. New Jersey will achieve a great milestone and provide a greater service to the black community when no child is placed in foster care due to the lack of housing, food, clothing, or the stress associated with not having them.

Given the rising number of black female headed households, it is important to recognize the relationship between women at risk and child abuse and neglect. The economic recovery plan of the present Federal administration is negatively impacting the poor, minorities, and women. Poor, black women who are neglected, angry and abused cannot be adult partners in marriage nor adequately parent vulnerable children. Child protection services must be sensitive to addressing the needs of the mothers of abused and neglected children.

When it becomes absolutely necessary to place children in foster care they should be placed in homes of similar ethnic and cultural composition near or in close proximity

to their own communities. Although sincere efforts are made to achieve this in New Jersey, the commitment is frustrated often times by the limited availability of such roles. It is suggested that the state's recruitment efforts should aggressively involve the black community's own support system. By contracting with churches and other community-based organizations to recruit parents for the community's own children, the State could obtain assistance in an area in which it needs help and provide an opportunity for community participation.

New Jersey passed a Child Placement Review Act in 1978. The CPRA provides for periodic review of case plans for children in placement by volunteer citizen boards under the auspices of the Juvenile and Domestic Relations Court, to determine whether the plans are in the child's best interest. Review systems have been implemented across the state with uneven success. Nevertheless, the review boards do have the capacity to advocate for children not lingering in foster care. It is important, therefore, for black citizens to participate on the review boards, preferably in percentages commensurate with the representation of black children in the foster care system. The current CPRA had a Sunset Clause for June, 1982. Legislation for the Act's continuance has just recently been signed by the Governor.

Children lingering in foster care has been a problem since the inception of foster care. Initially, the

conventional wisdom of child welfare, reported that children were "better off" in foster care than with their own disfunctioning families. It is now generally accepted that foster care for extended periods of time creates identity and adjustment problems and difficulty in relationship building for children, particularly as they get older. New Jersey has, to its credit, implemented permanency programming for children in foster care across the state. Permanency's primary objective is to return children to their natural parents, place them permanently with relatives, or free them for adoption within a specific time frame. It will be important in the coming years to monitor the state's success in achieving permanency for black children in foster care.

The Child Welfare and Adoption Assistance Act of 1980 offers an opportunity for innovative programming in child protection services to prevent foster care placement. The act requires that the state develop/maintain a tracking system and a review process for all children in placement. In return the state receives 4.2 million dollars for preventive programs and through a child welfare block grant, 1.5 million for maintenance of foster care. At this writing New Jersey has not publicly shared a detailed plan for spending these funds across the state.

Because of the high representation of black children in foster care and especially because of the vulnerability of

poor, black children to enter the child welfare system, the black community should take particular interest in the state's plan to utilize the funds from the Adoption Assistance Act. Specifically, the black community should advocate that the funds be allocated across the state in a manner which reflects the distribution of poverty and the current foster care population. The plan should also provide funds for truly preventive programs that do not build in dependency. This would require that the programs be delivered in the communities where the children are, preferably by community-based agencies rather than the state itself. The extent to which the state augments the funding of existing programs rather than allocating funds to new ones should reflect the capacity of the programs to prevent family dysfunction. The Adoption Assistance Act should have a positive impact upon the black community but it is in our best interest to evaluate the state's plan as it becomes available for review to make sure.

Social Services Block Grant

Title 20 has been a primary source of preventive child welfare program funding since its enactment. In New Jersey these funds have been spent largely for day care and homemaker/home health care services to provide support to families in an effort to enhance their functioning. These funds now make up the social services block grant. Fiscal

year 1982 saw these funds reduced by 20 percent resulting in the closing of five State-of-New-Jersey-operated day care centers. A hiring freeze to compensate for loss of funds resulted in over 200 unfilled positions in the Division of Youth and Family Services. Another \$5.4 million reduction in social service programming in New Jersey is contemplated including social service block grant State funded as well as State operated programs. The extent to which these cutbacks impact upon child welfare services in the black community is unspecified at this time. The allocation of reductions will have to be inversely correlated to poverty and the incidence of child abuse and neglect if the impact is to be equitable.

Child Welfare Block Grant Proposed

A new child welfare block grant is being developed encompassing Title 4B, child welfare services and training programs, and Title 4A and F, foster care and adoption assistance. It is proposed to fund this block grant nationally at 380 million dollars during fiscal year 1983; this is 85 million dollars less than fiscal year 1982. Note that this funding rate will finance Title 4A and F programs at 46 percent under the amount anticipated by Public Law 96-272 (the Adoption Assistance Act) enacted in 1980. The Federal requirements for the child welfare block grant have not been eliminated. It will be difficult for New Jersey to meet the requirements (tracking system and case review

system) without the eliminated funds. Not meeting the requirement may translate into further loss of Federal funds

The child abuse State grant has not been proposed for incorporation into a block grant but is slated for a reduction from 6.7 million dollars in 1982 to 4.6 million dollars in 1983. This is a 31 percent cut in one year and a 37.8 percent cut from 1981. Over all child care and child welfare funding for 1982 nationally was 6033 million dollars and it is proposed that they be funded in 1983 at 4080.2 million dollars; a 32.4 percent reduction over 1 year and a 4.5 percent reduction from 1981.

Welfare Block Grant

There is also a proposed combined Welfare Administrative Block Grant. It would combine the administrative costs of AFDC, food stamps, and Medicaid and be funded at 95 percent of the 1982 level for New Jersey, this is an 8.9 million dollar loss. Considering more stringent requirements to control error rates this is a bad time for such cuts as we expect administrative costs to rise at least initially.

Service Delivery

It is imperative that the service delivery process continually be examined to ensure its effectiveness in strengthening the black community and its families. The bureaucratic child welfare system does not directly or primarily address poverty's extensive role in escalating the need for child welfare services. It is questionable whether as a result of not focusing on poverty, child welfare funds are not in part misdirected.

The public offices which deliver social services in New Jersey's black communities are characterized by high caseloads, extensive paperwork, limited concert resources, high staff turnover, and young, inexperienced, staff with limited training opportunities. Service delivery cannot be optimal in these circumstances; service delivery cannot be equal (or equitable) to that received in more affluent suburban areas with lower caseloads and stable experienced staff.

The primary means for connecting families with child welfare services is through an investigation of abuse and neglect. The child welfare system should not have to wait for an acute crisis that jeopardizes a child before it provides services to a family. Such waiting increases the need for extensive and prolonged involvement with the family by the public agency, thereby increasing the possibility of dependency on the child welfare system by the family. Such service delivery cannot be efficient.

Child welfare, as it moves its focus to prevention must establish service delivery models in the black community which: 1) resolve the immediate crisis; 2) do not diminish self/family concept; and 3) connect families with self-help and political action groups. The problems which indicate a need for child welfare services are community problems. Even though the resources to address the problems are held outside the community, planning for and evaluation of the use of resources to address the problems should be community-based. County level Community Planning Boards are currently under consideration by New Jersey's Department of Human Services. The black community should encourage favorable consideration of this issue by the Department and upon establishment of Community Planning Boards the black community should maintain active, responsive participation in the process.

SUMMARY AND RECOMMENDATIONS

Three conclusions can be made regarding the current status of child welfare in New Jersey:

1. Funding has been cut drastically;
2. There is an opportunity and critical necessity for participation by the black community in the planning and evaluation of child welfare programming at the local level; and

3. The State of New Jersey is in need of assistance from the black community to implement and supplement a child welfare system which builds upon the black community's strength and effectively meets its needs.

Recommendations to address this current state of affairs include:

1. Community Education and Participation

A concerted effort must be embarked upon to keep the black community aware of those issues impacting upon child welfare. In order to assure that funds are allocated in such a way as to meet our community's needs and that program emphasis encompasses a preventive approach, is least intrusive and builds upon black family and community strengths, there must be extensive involvement in advocacy and monitoring activities at both the local and State levels.

2. Political Action Committees

Political involvement and financial support must be geared to insure that we are represented by elected officials who understand and are sensitive to the child welfare needs of the black community and will support legislation and budget allocations which address these needs.

3. Direct Organizational Participation

Every organization and institution within the black community, be it a church, parent association, block

club, fraternity, etc., must take an active role in impacting on child welfare. This can be done recruiting adoptive and foster homes for our children, sponsoring activities for our children, providing supportive services to troubled families, developing and/or financially supporting programs for children, participating on boards, committees, and coalitions which impact upon child welfare policy.

As stated earlier, how the black community involves itself in shaping the policies of child welfare programming has a major impact upon the effectiveness of child welfare services in the black community. We cannot rely upon anyone else to protect our interests or those of our children. We must develop and support this capacity among ourselves.

GENERAL HEALTH CARE

Douglas Morjan
Vivian King
A. Sue Brown

OVERVIEW

In Blacks in New Jersey 1981, we reported that it was our view, based on the pronouncement from the new Administration in Washington, that hard times were ahead for blacks in New Jersey. In the area of health this is particularly evident. In the past, federal policies have agreed with the assertion that "health care is a right and not a privilege." Consequently, many federal initiatives were enacted to provide this right to minorities and the poor across the board.

However, those who have viewed the new administration's activities closely now maintain that a philosophical shift in public policy position, that health care is the responsibility of the individual and not an automatic right, has taken place. What this means is that as future reductions in health services and expenditures are made, it will be the individual's responsibility to find alternatives within the system to manage his or her illness. Under the

assumption that health care is a right, the reductions would be seen as the denial by government of an individual's basic right to health care. The new Administration's overriding concern to control the budget has indeed forced this shift in public policy. 1981 saw the consolidation of forty categorical grant programs into four large block grant initiatives. These initiatives, though giving wider latitude to states and in some cases localities to make decisions, were accompanied by decreases in funding of up to 25 percent. In addition, cuts were made in support of Medicaid, the major federal program that reimburses providers of health services to the poor, who meet eligibility guidelines for welfare.

In New Jersey this meant that almost 11,000 families who were dropped from the welfare roles lost Medicaid coverage. In addition, untold numbers of families who were medically indigent, those whose incomes were higher than the requirement set by welfare but not earning enough to pay for their medical care, were even worse off than in previous years. Unless there is a radical shift in federal policy, this trend will continue into the mid-1980's.

The block grant formula will reduce even further our ability to lobby for allocation of health revenue to the areas of greatest need. There are no guidelines for the distribution of block grants with the exception of maternal and child health funds. Constituencies with strong lobbying

efforts or groups which have the Governor's ear will be most effective in having funds allocated to meet their priorities. At the state level these groups will be professional societies, insurance companies, the New Jersey Hospital Association, and the University of Medicine and Dentistry of New Jersey.

Blacks are clearly underrepresented on Boards of Trustees of organizations and institutions of the type listed above and in relevant state policy-making positions. This significantly hampers our ability to successfully vie for equity in the allocation of health funds. To further complicate matters, the Governor's office will become more active in the distribution of funds which will come to his office directly or to his appointee, the Commissioner of Health, and to agencies serving as conduits which are responsible to the Commissioner.

RECENT GAINS

Again, as in previous years, we must first look at national trends regarding the health of black Americans before we can view the health status of New Jersey blacks.

The following represents selected excerpts from Health United States 1981, published by the Department of Health and Human Services.

1. Since 1973, birth rates for black teenagers have been decreasing more rapidly than those for white

teenagers. However, in 1978, birth rates remained three times higher for black teenagers than for white teenagers -- 77 and 25 live births per 1,000 women 15-17 years of age, respectively.

2. Age-adjusted mortality rates continue to decline. However, in 1978, they remained 80 percent higher for men than for women and 48 percent higher for black people than for white people.
3. The infant mortality rate has continued to decline, reaching 13.8 deaths per 1,000 births in 1978 and a provisional rate of 13.0 in 1979. The mortality rate for black infants, however, is still almost twice as high as for white infants.
4. Although age-adjusted death rates for homicide for black men have been decreasing during the 1970s while increasing for white men, these rates remained substantially higher for black men in 1978 -- 66 deaths per 100,000 population, compared with 9 for white men.
5. The proportion of live births weighing 2,500 grams or less has declined very slowly during the 1970s and at a slightly greater rate among white infants than among black infants. The proportion of births at greatest risk (1,000 grams or less) declined even more slowly among white infants and increased slightly among black infants.

6. Black infants are about two and one-half times as likely as white infants to weigh 1,500 grams or less at birth and twice as likely to weigh 2,500 grams or less.
7. For each race, a marked decrease occurred in the proportion of low and very low birth weight infants as the educational attainment of the mother increased. The proportion of births weighing 1,500 grams or less was about 35 percent higher among mothers who had less than 12 years of education than among mothers who had 16 years or more. There was no reduction in this socioeconomic difference between 1972 and 1977.

UTILIZATION OF HEALTH RESOURCES

1. Although there has been a marked trend toward equality in the use of physician services by income groups, people in lower income groups use considerably fewer dental services than those in higher income groups. Furthermore, even among the higher income group, use of dental services vary -- black people use less than white people and residents of nonmetropolitan areas use less than metropolitan residents.
2. The use of Pap tests and breast examinations increased between 1973 and 1979. The increases were

greater for black women than for white women and greater for middle-aged women than for younger women.

In New Jersey there has been a decrease in infant and maternal morbidity and mortality, a decrease in reported incidence of tuberculosis, lead poisoning and other childhood diseases. Improvements have also been made in the diagnosis and treatment of diseases of the elderly. For example, statewide statistics show that infant mortality rates per 1,000 live births decreased 12.5 percent for blacks in 1980 from 23.0 percent in 1970. Maternal deaths per 10,000 births decreased to 0.5 percent in 1980 from 3.2 percent in 1970. Despite these gains, however, there are still significant differences in mortality between white and black Americans. These discrepancies vary greatly depending on specific population groups as well.

CURRENT CONDITIONS

Mortality

In 1980, as was true for 1979, the leading causes of death for blacks in New Jersey males and females were:

1. Diseases of the heart
2. Malignant neoplasms
3. Cerebrovascular disease

These diseases accounted for about 58 percent of the deaths of black males and 65 percent of the deaths of black

females. However, if we look at some remaining causes for mortality, there are some striking differences.

For black males, homicides, legal intervention, and other accidents accounted for 10 percent of deaths while for females, diabetes mellitus and early infant mortality accounted for 7.0 percent of deaths in 1980.

Of the 1,545 cancer deaths reported for Blacks in 1980, 26 percent were related to the digestive organs, while 30 percent were related to the respiratory tract.

If we look at age adjusted death rates for groups within black males the leading cause of death varies. The two charts (Table 11 and table 12) display the information more dramatically.

TABLE 11
Black Males -- 1980

Age Group	Leading Cause of Death
1	Early Infant Mortality
1-4	Other Accidents
5-14	Other Accidents
15-24	Homicide and Legal Intervention
25-44	Homicide and Legal Intervention
45-64	Diseases of the Heart
65 +	Diseases of the Heart

TABLE 12
Black Females -- 1980

Age Group	Leading Cause of Death
1	Early Infant Mortality
1-4	Other Accidents
5-14	Other Accidents
15-25	Homicide and Legal Intervention
25-44	Malignant Neoplasm
45-64	Malignant Neoplasm
65 +	Diseases of the Heart

These data, though striking, were not significantly different from the leading causes of death reported statewide. With respect to infant mortality, the rate of deaths for non-whites declined from 22.4 percent to 21.0 percent per 1,000 live births in 1980 while that of whites decreased from 10.4 percent to 10.3 percent per 1,000 live births. The mortality rate is still twice that of whites in the state.

Births: A Special Problem

In 1980, there were 96,448 resident births in New Jersey. The birth rate for the state, the number of births per 1,000, was 13.1. The fertility rate for New Jersey was 57.0 live births per 1,000 women and childbearing age (15-44) in 1980. White births equal 73,992 while non-

white (1) births equaled 20,886 of which 18,968 were blacks.

Of the total births however, one in five or 20,371 were born to unwed women. For white females the percentage of out-of-wedlock birth was 11.5 percent while the percentage of out-of-wedlock births for non-white was 56.5 percent. Of the 15-19 year age group, 38.5 percent of all births were out-of-wedlock. Of these 39.6 percent were to whites while 60.2 percent were to non-white females.

One major factor affecting newborn health is birth weight. Immature or low birthweight⁽¹⁾ new borns are defined as those weighing 5 lbs 8 ozs. (2,500 grams) or less. Data have shown that this group is more susceptible to continual health problems through childhood if they survive birth. In 1980 there was a decrease of low birth weight babies for non-whites, from 13.7 percent in 1979 to 12.4 percent of all births. Nonetheless births to young mothers under the age of 20 are more likely to be immature. Among non-white teenage mothers the occurrence of births underweight was higher than for all teenage mothers and was more than twice as high as that for all births. Because there was a positive relationship between birthweight and length of prenatal care, we can conclude that non-white teenage mothers with low birthweight babies have not been seeking care early in their pregnancy.

(1) Unless otherwise specified non-white includes Blacks, Hispanics, Orientals and Native-Americans.

In 1980, some forty percent of all births were given a test some five minutes after birth to evaluate the infant's general condition. Heart rate, respiratory effort, color, muscle tone and reflexes are checked and evaluated. A score of 10 is optimum. New borns with scores of less than 7, are considered as distressed and are observed several days after birth. A significant relationship exists between the APGAR score, as it is known, and birthweight, neonatal mortality (death in the first 30 days) and neurological morbidity. Low APGAR scores for newborns of non-white mothers were a more frequent occurrence than for newborns of white mothers. Low APGAR score births occurred less frequently to mothers who received prenatal care.

More white mothers began prenatal care in the first trimester of pregnancy than nonwhites. In fact eight times as many non-white mothers received no prenatal care than did white mothers. Care for all age-race groups was lowest for nonwhite teenagers with only 46.3 percent receiving first trimester care.

Of the 18,986 black births in 1980, 11,749 or 62 percent were "illegitimate," while some 7,232 or 38 percent were "legitimate." Of the "illegitimate" group 40 percent and 38 percent were to females in the 15-19 and 20-24 age group respectively.

Thirteen percent of all black births were immature (less than 2,500 grams in weight) while 3.0 percent had APGAR scores of less than 7.

ACTIONS PROPOSED

1. Block Grant Distribution. Blacks should escalate their political activity at the state level with legislators, health agencies, and the Governor's office to secure a fair share of health care funds in support of black community health needs.
2. Primary Care and Manpower Requirements. Innovative modalities for the delivery of comprehensive primary and tertiary care must be considered, utilizing a combination of physicians, nurse practitioners, physician assistants (a 1980 recommendation) and other allied health professionals.
3. Data Base. As recommended in 1980 and 1981, a comprehensive data base must be developed allowing for an in-depth recorded analysis of facts documenting the improvements and/or new and recurring problems confronting blacks in the area of health care.
4. Infant Mortality. Support and expansion of established programs which address infant mortality must continue, especially in light of the explosion of teenage pregnancies among young black women. These include: family planning (including termination of pregnancies); maternal and infant care; the Women Infant and Children (WIC) program; and pre- and post-natal care.

5. Health Promotion and Disease Prevention. Support allocation for funds for cancer screening and hypertension screening programs particularly in urban areas where the incidence of mortality could be significantly reduced through early identification and any other intervention.

CONCLUSION

The fiscal policies of the last fifteen years have backlashed on many minority and low income families in the state. The policies of 1982 segregate the rich from the poor and establish financial obstacles to good health and well-being for the economically disenfranchised. There are far too many citizens who do not have access to adequate preventive and tertiary health services. The issue of access is directly related to an individual's economic status, ability to pay and the availability to primary care providers.

As indicated above, several options for action should be pursued in the coming years to help decrease mortality in general and the prevalence of negative outcome for black pregnancies. Attention is focused on this issue because blacks will continue to be at a disadvantage from birth unless our participation and compliance with pre-natal regimens improve drastically.

MENTAL HEALTH

Laray Brown

OVERVIEW

An evaluation of the present mental health service delivery system in New Jersey, reflects the lack of effective services for blacks, the paucity of black personnel involved in policy development, planning and administration of mental health services, and the lack of a supportive system of aftercare to integrate the formerly hospitalized into the mainstream of community life.

Based on these realities, the following broad areas regarding mental health services for blacks in New Jersey will be discussed in this paper: the social problems that relate to mental health; the use of appropriate treatment modalities which take into consideration the uniqueness of being black in America; the type and quantity of mental health policy makers and practitioners needed to effectively attack, and perhaps be used for the prevention of, the debilitating effects of mental illness for blacks.

RECENT GAINS

One of the major milestones in the development of community mental health awareness and services in the last two decades was the convening of the President's Commission on Mental Health in 1978. In particular, the Commission conducted one of the most comprehensive studies of minority utilizations of mental health services that has been produced in the field. The Commission forcefully stated the case of racial minority mental health service and manpower needs.

"It makes little sense to speak about American Society as pluralistic and culturally diverse, or to urge the development of mental health services that respect and respond to that diversity, unless we focus attention on the special status of the groups which account for diversity, whether defined in terms of race, ethnicity, sex, age or disability."

Out of the Commission's work came various recommendations for the provision of mental health services for all minorities. A national goal became to develop networks of comprehensive mental health services throughout the country which were sufficiently flexible to respond to changing circumstance and to diverse racial and cultural backgrounds of individuals.

The significance of the Commission's recommendations was that they served as the impetus for the passage of PL

96-199, the Mental Health Systems Act of 1980. This law created the position of Associate Director of Minority Concerns within NIMH, whose functions are to include developing and coordinating treatment, and researching administrative policies and programs to assure increased emphasis on minorities' mental health needs. NIMH has taken a number of steps to implement the recommendations of the Commission on the "Systems Act" prior to its passage. Included in these efforts were the initiation of research regarding minority usage of mental health services; development of training programs; development of guidelines for expanded reporting on minority concerns; and setting annual hiring targets to meet minimum standards and criteria. Although these efforts were broad and comprehensive and helped to generate some concern throughout the country in combination with the Mental Systems Act, however, they prompted several states (including New Jersey) to take initial steps. It is unclear at this time what role NIMH will have in the future regarding these issues.

The role of the federal government is diminishing. It has been reported that NIMH will hire an Associate Director for Minority Concerns in the near future. In the context of Block Grants, it appears that the responsibility for setting priorities will be that of the state administrations. The New Jersey Department of Human Services' Division of Mental Health and Hospitals (DMHHH) formalized its commitment to

meeting the service needs of all citizens, as well as specifically meeting the unique needs of minorities, through the revised Rules and Regulations Governing Community Mental Health Services, which were effected in October 1980.

The Rules and Regulations have identified a number of groups in the community who have been traditionally unserved, underserved or inappropriately served.

Relevant to blacks among the dimensions of these Rules and Regulations are the following:

1. The designation of blacks (and other minorities who are identified in County mental health plans) as a target population.
2. The requirement that community mental health agency staffs and governing boards', as well as county mental health boards be representative of the geographic areas they serve.
3. Some of the principles upon which the Rules and Regulations were based (e.g. normalization, Casemanagement and Unified Services) provide a framework for ensuring effective service delivery to blacks.

DMHO current efforts through the hiring of an AA Director to implement an Affirmative Action Policy also demonstrates a willingness to address the issue. However, more specific actions in the areas of black staff employment

promotional opportunities, in-service training for all staff (community agency/institutional) and program development are still required.

The New Jersey DMH&H program presently has the greatest opportunity and authority for monitoring services to blacks through the use of the recently implemented Unified Services Transaction Form (USTF) which is a routine service reporting instrument used by all DMH&H funded hospitals and community agencies. However, more work needs to be done in the collection and analysis of additional information regarding the evaluation of service needs and utilization patterns of blacks throughout the entire New Jersey system.

CURRENT CONDITIONS

It is not possible to examine the mental health service system for blacks in New Jersey, or anywhere in the United States, without acknowledging the existence of racism. One must also recognize that race discrimination and poverty with socio-determinants are the most pervasive problems confronting blacks relevant to mental health care needs.

The National Institute of Mental Health (NIMH) labeled mental illness as "America's primary health problem." It stated that at least 20 million Americans suffer some form of mental illness, and about 1/7 of them receive some psychiatric care. One year after the Kerner Commission (The Presidential Commission on Violence) labeled American

Society as a "racist society," black psychiatrists at a 1969 annual meeting of the American Psychiatric Association declared racism to be the number one mental health problem in the United States. They further labeled racism as the major cause of all other mental health problems. Thus using NIMH statistics, black psychiatrists have labeled racism as the cause of America's primary health problem and as the major mental health problem.

In New Jersey, of the 60,098 registered enrollments into community mental health agencies during fiscal year 1981, 10,324 or 20 percent were blacks (blacks represent 12.5 percent of the total State population). In 1982, 29 percent of all first quarter admissions to State hospitals were black.

Although the data are contradictory, most reports show that there is a higher incidence of mental illness among blacks than whites. Data also suggest that problems such as lack of transportation, lack of citizen participation and control of mental health services, cumbersome intake procedures, and impersonal treatment settings affect the accessibility of mental health services to the black community.

It has also been generally accepted, that blacks place priority on survival and subsistence, and that they come for or are brought to mental health treatment as a last resort. In many cases, once the immediate crisis is resolved, black

clients are less likely to return for further treatment. Further research studies also point out that: 1) black clients are more likely to be seen for diagnosis only; 2) blacks are less likely to be selected for insight-oriented therapy than whites; 3) The disposition of black clients' cases are more non-specific; and 4) blacks are less likely to be selected for long-term psychotherapy than whites.

Although the New Jersey Division of Mental Health and Hospitals' (DMHEH) data collection system has yet to provide similarly refined information, it can be assumed that these patterns are also reflected in the New Jersey system. In fact, DMHEH data have shown that more blacks are referred to psychiatric inpatient units (usually the public state and county hospitals) after an initial clinic visit than whites (who are more likely to be referred to a private psychiatrist and/or inpatient services). This reflects the existence of a two class system; since inpatient services are more restrictive and the stigma attached to such services is greater. It is also known that long term psychotherapy continues to be the therapeutic modality used in New Jersey mental health system and consequently many blacks are not being reached.

Another area of major concern is the continued absence of or poor utilization of black administrators, managers, program specialists, clinicians and mental health workers in New Jersey. The training of larger numbers of blacks who

are available, interested and capable as well as personally knowledgeable about cultural factors, would ensure greater sensitivity to black issues and provide the kind of technical assistance necessary to correct existing programmatic deficiencies and staff inadequacies in the New Jersey mental health system. Only 8 percent of the administrative staff of the New Jersey Division of Mental Health and Hospitals is black (13 of 147 individuals).

Within state and county psychiatric hospitals, it is imperative that training and career ladder opportunities be made available for blacks. The majority of the black workers in the mental health hospital system are presently at the bottom rung of the career ladder; and while these workers are the primary caretakers of the clients, many of these workers are suffering from some of the same debilitating effects of racism (as the clients). What separates the workers from many of the clients, is that they have additional coping skills, and/or operational social networks, e.g. families, church, friends, etc. in their communities.

Not only is there a paucity of blacks working the community mental health system, and in management and decision-making roles in the entire State system, but there is also little recognition and utilization of the special competencies of black staff in working with clients (e.g. use of natural support system, coping skills, sensitivity to cultural and racial issues).

However, in order to determine New Jersey manpower needs as well as service needs, one of the difficult problems to be addressed is the documentation of the total numbers of black people who have mental health problems; the kind of problems they have, how they are treated; by whom; with what expected results and what pre-determined measurements. There is just beginning to be discussion of what issues, problems and priorities need to be addressed.

The current evaluation of the New Jersey mental health system neither reflects the input of blacks nor are the issues of importance to blacks being explored. Since evaluation is an area which feeds back data into the system for further refinement, and since blacks are not in professional positions as evaluators, the evaluations currently provided are believed by many to be inadequate for use in developing services to assist black clients.

ACTIONS PROPOSED

For blacks, no mental health services is viable which does not concern itself with racism in the society at large. Ideally, planning for community mental health services should be viewed in broad service terms, in the context of a comprehensive multi-dimensional human services center which responds to a range of problems and is not limited to mental health or mental illness. Certain issues should be paid particular attention when planning services for blacks and other minorities in New Jersey:

1. Acknowledge the multi-cultural, pluralistic character of our society, as this impinges upon all aspects of health care.
2. Recognize psychocultural differences and approaches for organizing and eliciting participation, with data gathering designed and appropriate for each group served.
3. Ensure that service providers are qualified as mediators between the person and his personal community.
4. Acknowledge and respect the "single session," "short term," or "goal oriented" therapy that is obtained by blacks and include these therapies and adequate interventions rather than the current practice of considering the client dropped from services because he/she has obtained all that is required for continued coping in the community.
5. Discontinue the practice of relegating mental health treatment for blacks to the public mental health facilities. Use of appropriate interventions which do not require the removal of the individual from his/her community, unless it is absolutely necessary, must begin.
6. Stimulate and support programs directed specifically to increasing the number and improving the competencies of black persons engaged in mental

health service training and program evaluation and research.

7. Encourage new approaches in the provision of mental health services in black communities.
8. Utilize the work of blacks who have studied and implemented alternative treatment methodologies for blacks and other minorities, e.g. Andrew Billingsley, Alan Poussiant, Frances Cress Welsing, and numerous other noted black professionals who have defined service needs and practices which should be adopted by those working with the black community.

SUMMARY

In general, the health status of minorities has improved during recent years, and their use of health services has increased. Yet, many measures indicate that the health status of minorities is not as good as that of the white majority.

Far too many community mental health centers have continued the purposes and practices of traditional programs. They have maintained the largely irrelevant and often destructive disciplinary identities, hierarchical structure and professional competitiveness and have failed to address the social and environmental conditions which work against the mental health of minorities and of the poor. It can no longer be acceptable practice for mental

health professionals to offer a service without accomodating the views and the aspirations of the community whose mental health needs are to be met. The solutions offered by many mental health centers for having community people service as aides to whom the "non-professional" tasks of the center are assigned, is no solution at all.

Since most of the funding for community mental health services is supplied by public sources, the role of the community in the conduct of community mental health program is very directly a matter of public-policy decisions. The guidelines should ensure full community participation in the planning, the implementation and recruitment and selection of key personnel.

Planning for minority mental health needs cannot simply be an extension of the traditional mental health planning. Minority mental health planning requires new settings, new techniques and new purposes that reflect the values of the minority community. Many of the workers who will provide the services must learn new languages, new skills and develop a new reference point for their services, namely the community.

UNEMPLOYMENT

Jerome Harris

OVERVIEW STATEMENT

Unemployment in America has taken on new and startling dimensions. National unemployment statistics are approaching 10% and have reached their highest level since the Depression. This record unemployment stems from prolonged recession and severe dislocation in the national economy. As is usual, Black Americans find themselves disproportionately hurt by economic problems that beset the entire country. During the recessions of 1981 and 1982, unemployment among black workers has been slightly below twice that of their white counterparts. For example during 1981, 30.5% of blacks in the labor force experienced unemployment while the rate for Whites was 18.3%. Blacks are adversely affected by current economic developments because of their geographic, industrial, and occupational concentration and because of outright racial discrimination.

Data on unemployment for the first six months of 1982 indicate that national unemployment has averaged 9.4%, a 1.8% increase over the same period in 1981. Unemployment in

New Jersey has averaged 9.25% for the first two quarters of 1982, up 1.4% over the 1981 figure. While .2% below the national average, New Jersey's unemployment among blacks and other minorities during the first two quarters of 1982 has averaged 16.3%, up 3.8% from the average for the first six months of 1981, making the rate of increase among blacks three times the state-wide average. Estimates of unemployment among black teenagers in New Jersey continue to exceed the 50% mark.

Analysts have frequently pointed to the following as social costs stemming from unemployment, especially among youth: the costs associated with unemployment that persist throughout life, particularly, unemployment insurance; the cost of welfare dependency, the loss of tax revenue; the cost of damaged property and injury to persons; and the cost of law enforcement. In the June 1982 issue of Black Enterprise, Economist and Nobel Laureate Sir Arthur Lewis warned that "extended joblessness of this magnitude will destroy Black American society unless something drastic is done quickly to ease it." This statement points vividly to the negative consequence of unemployment for the black community, the state and the nation as a whole.

Current Conditions

Blacks and other minorities constitute an expanding share of New Jersey's work force. Table 13 presents data on the labor status of blacks and other minorities in the civilian, non-institutional population for New Jersey.

TABLE 13

Black and Other Minorities Employment Status, First Quarter
1981 vs. 1982

(Number in Thousands)

	1981	1982	Change 81-82	% of Change 81-82
Persons 16 years and over				
Civilian non-institutional population	668	695	27	4.0
Labor force	414	438	24	5.8
Employed	362	369	7	1.9
Unemployed	52	70	18	34.6

Source:

U.S. Department of Labor, Bureau of Labor Statistics

Between the first quarter of 1981 and 1982, 24,000 minorities (5.8%) were added to the labor force and 7,000 (1.9%) were added to the rolls of the employed. This

occured while the State's labor force declined by 7,000 persons and the State experienced a 55,000 drop in the total number of employed persons. Consistent with the national trend New Jersey has experienced a decrease in manufacturing employment that has exceeded the growth in non-manufacturing employment. Due in part to higher than average shares of jobs in the manufacturing sector, non-white unemployment grew by 18,000 (a 34.6% increase).

Table 14 indicates the status of blacks and other minorities in the labor force as a percentage of the total population of New Jersey. The 1982 non-white percentage of 12.3% represents an increase of 6% up .7% over 1981. While registering increases in both the percentage of total labor force and the total employed, non-whites still are underrepresented in comparison to their representation in the total population, constituting 12.3% and 11.5% of the labor force and total employed respectively. By comparison Blacks constitute 12.5% of New Jersey total population. Only in unemployment do non-whites exceed their representation in the general population, constituting in 1982, 20.8% of all those unemployed, up 2.7% from the level of 18.1% in 1981.

Robert Friedman in his working paper on Community Full Employment presents a useful summary of the causes and types of unemployment as well as the principal public policy approaches which have been used to attack the problem. According to Friedman the causes of unemployment are:

TABLE 14

Black and Other Minorities Employment Status As Percentage of All Persons

	1981	1982	Change 81-82	% of Change 81-82
Persons 16 years and over				
Civilian non-institutional population	11.9	12.2	.3	2.5
Labor force	11.6	12.3	.7	6.0
Employed	11.1	11.5	.4	3.6
Unemployed	18.1	20.8	.5	14.9

Source: U.S. Department of Labor, Bureau of Labor Statistics

Insufficient quantity and quality of job opportunities; long term national or local economic down turns or both which lessen the productivity of both capital and labor intensive industry; inadequately educated, trained or motivated labor; and imperfectly functioning labor market in which discrimination and inadequate information or other various events prevents job seekers from filling jobs.

Each of these conditions continue to exist in New Jersey.

Friedman distinguishes among four types of unemployment, all with a somewhat different set of causes and remedies. First, frictional unemployment, which is defined as inadequate information about jobs and lack of labor mobility among other problems which prevent job

seekers and jobs from meeting. Secondly, cyclical unemployment which is characterized by inadequate overall demand in the economy primarily because of a lack of jobs. Structural unemployment which is a mismatch between jobs and workers (including mismatches in skill and location, plant closings, and discrimination). Lastly, underemployment when workers, though employed, work less than they prefer, or have skills that are underutilized or underdeveloped.

In response to conditions of unemployment government has used four principle tools. These approaches are: macroeconomic stimulation, training and placement programs, equal opportunity actions and transitional public service employment. As noted by Friedman other government programs, (economic development programs, industrial stimulation, minority and community enterprise development programs, unemployment compensation and other income transfers) explicitly or implicitly affect employment but the four outlined earlier remain the state and federal government's principle intervention strategies.

Since 1991 the federal government has placed emphasis on macroeconomic stimulation. President Reagan's economic recovery program involving massive tax cuts, reductions in the rate of increase in social program expenditures and increases in defense expenditures has sought to lower inflation while accepting the accompanying spiralling unemployment and recession. Black economist Andrew Brimmer

has concluded that this program is likely to continue to have a seriously adverse impact on the black community over the next several years. But he predicts that "By the middle of this decade, the Reagan economic recovery program will have a favorable impact on the national economy. Through 1985, the economy will grow somewhat faster; there will be a greater number of jobs, and income will be higher. Blacks will get a reasonable share of the new jobs and a slightly larger share of the nation's income than they receive today."

Since 1981 utilization of the other principle tools has been abandoned or substantially reduced at the federal level. Transitional public service employment has been eliminated by the current administration, along with it went 300,000 jobs. The enforcement of Civil Rights and Affirmative Action requirements have been eased. Training and placement programs as well as unemployment compensation have been included among the administration's targets for reductions in social program spending.

At the state level there has been an increased attention to efforts designed to impact on the problem of unemployment. Governor Kean has proposed the use of tax cuts as an economic stimulus. Both the Governor and the legislature are considering proposals for establishing an \$8 million training and placement program for the working poor. A \$85 million bond issue to capitalize the New Jersey Local

Development Financing Fund and to provide support for revitalization of communities throughout the state which will appear on the ballot in November is considered to have considerable job generating potential. Through joint efforts of the legislature and the governor a summer urban youth jobs program was established targeted at the large urban centers in the state where youth employment continues to exceed 50%.

Actions Proposed

The consequences of the catastrophic level of unemployment experienced by blacks in 1982 requires immediate attention to the need to create jobs. However it is elimination of long term structural unemployment that holds the key to improving the quality of life in the black community.

To impact on the number of jobs available in the short-run national legislation for the creation of transitional public service jobs should be supported by the state's black community. For example, the Community Renewal Employment Act sponsored by Representative Hawkins of California would provide \$4 billion dollars to support subsidized jobs for the long term unemployed in areas of high unemployment. Funds would be used to employ the skilled worker not those in need of training in order to become employable. These employables would be used for repair, maintenance or

rehabilitation of essential facilities or for public safety and health projects.

State efforts to provide youth with employment opportunities should be continued and expanded. The \$1 million youth in community services program administered by the Department of Community Affairs which was eliminated by veto of the Governor in the FY 1983 budget should be reinstated. In addition the Summer Urban Youth Jobs Program funded for \$1 million in FY 1983 should be expanded.

Elimination of the structural causes of unemployment confronting the black community will require actions which will decrease the mismatch of skills and location of the black labor force and the jobs available as well as reducing the effects of racial discrimination.

During the next decade it is predicted that most growth in employment opportunities will occur in private rather than the public sector and in the service sector (transportation, communications, public utilities, trade, finance, real estate, etc.) rather than the goods-producing sector (manufacturing and industrial). This will mean that blacks who are somewhat more heavily represented in these higher paying areas may be adversely effected. It is also predicted that the blacks proportion of the civilian labor force will increase to at least 15% during this decade. Competition for jobs will revolve heavily around the demand for skills.

In order to reduce the mismatch of skills of the black labor force and the market demand the black constituency should:

1. Support improved basic skills instruction in public schools with emphasis on communications skills, mathematics and the sciences;
2. Support legislative action that remove financial barriers to access to post-secondary training;
3. Support the development of state administered training and placement programs which facilitate the matching of employers' demand for skilled labor with underutilized unskilled labor.

In order to reduce the mismatch of the black civilian work force with location of available jobs the black constituency should:

1. Support State and Federal Legislative initiatives which create financial incentives to firms locating in urban areas with high concentration of blacks and which experience high unemployment. Examples of incentives of this type are:

*

The Community Development Bond Issue of 1982 (public referendum Nov. 1982);

*

Business tax credits for employing the hard core unemployed.

To reduce the effect of discrimination as a contributing factor to unemployment blacks must pursue a policy of affirmative action designed to narrow the unemployment gap between blacks and whites. In order to accomplish this the black community should organize and support selective patronage projects targeted at private employers not providing blacks a fair share of the number of jobs in their community.

SUMMARY

Unemployment, while a national problem has had a disproportionate impact on blacks in New Jersey as well as throughout the United States. Blacks are underrepresented in New Jersey's labor force making up only 12.3%, and overrepresented among the unemployed constituting 29.8% of all those unemployed. Joblessness among black 16-19 remains above 50%.

The structural causes of black unemployment including a mismatch of skills and location as well as the effects of racial discrimination have been aggravated by cyclical downturn in the economy participated in part by the Reagan Administration's economic recovery program. Job training and placement programs, Affirmative Action and transitional public service employment all have been reduced or eliminated by the federal government as tools to address unemployment. Recent efforts at the State level have been

focused on the summer employment needs of youth and training for the working poor.

Efforts to increase the rate of employment among blacks must focus on the creation of job opportunities for the skilled, skill development for the unskilled and expansion of black owned and urban centered businesses. In addition blacks must move aggressively to claim a greater share of jobs in the private sector.

CORRECTIONS

Oliver B. Quinn

OVERVIEW STATEMENT

New Jersey shares with most states a crisis situation: severe overcrowding in its correctional institutions. This impacts negatively on the quality of life for blacks in New Jersey generally in that it reduces the effectiveness of the criminal justice system, and places an unnecessary and unbearable burden on the State's budget, taking money away from other necessary public services. There is a particular impact on blacks, both in New Jersey and nationally, due to the disproportionately high number of blacks in prisons and jails. According to the Bureau of Justice Statistics, blacks constitute almost 50 percent of the nation's prison population. In New Jersey, recent statistics from the Division of Policy and Planning, Bureau of Correctional Information Systems showed that 59 percent of all adult state correction institution inmates were black, 30 percent white, and 10 percent hispanic. For adult males, 63 percent of prison inmates were black; for females, 68 percent were black; and 55 percent of youth inmates were black.

The State's prison population is constantly increasing. The number of inmates rose 30 percent between February 1981 and February 1982, from 6779 to 8926. It has been estimated that the prisons are operating at as much as 124 percent of capacity. County jails are at 121 percent of capacity, and municipal jails have been as high as 132 percent of capacity. There is no chance for rehabilitative, training, educational or other "corrective" services to be effectively provided to inmates under such circumstances. Basic health and safety of both inmates and guards are negatively affected by overcrowded conditions. The potential for disturbances caused by rapidly increasing tensions exist. Basic constitutional rights are denied.

People leave prison as bitter victims of this inhuman circumstance, having experienced nothing in prison which might reduce the odds of their committing future crime. National statistics show that almost 30 percent of prisoners are recidivists. A high percentage of these criminals, and a high percentage of their victims, are black. Thus, blacks in New Jersey and nationwide must, in their own self-interest, advocate changes in the corrections system which will reduce recidivism, protect society and their own communities, and protect the rights of the incarcerated.

RECENT GAINS

There have been relatively few gains in this area. In November 1980, New Jersey voters approved the "New Jersey Public Purpose Building Construction Bond Act of 1980." This provided \$67 million for correctional construction, to be used in three ways:

- * construction of a new medium security, 400 bed prison in Camden;
- * construction and renovation of county facilities;
- * essential repairs, maintenance and renovations of existing state facilities.

Additionally, the State has entered a lease agreement with the Federal Government for the use of the stockade at Fort Dix. This facility will be known as the Mid-State Correction Center, with a capacity of 500. Other steps taken include double-celling, the conversion of recreational and administrative space into cells, and the use of trailers. Notwithstanding these measures, there remains insufficient space to meet the need created by the State's incarceration-oriented corrections policy.

CURRENT CONDITIONS

The corrections system in the State of New Jersey is in a state of crisis at the present time, due to severe overcrowding in the State's prisons and jails. In December 1981, a Task Force on Prison Overcrowding, appointed by former Governor Brendan Byrne, issued a report on this problem. According to that report, the medium and maximum security facilities of New Jersey were operating at 102 percent of capacity. If state inmates housed in county jails were included, this figure rose to an amazing 124 percent of capacity. This contrasts with the 92 percent of operational capacity which prison officials consider to be appropriate for the safe and efficient operations of such facilities.

County jails in New Jersey were shown to be operating at 121 percent of capacity, including more than one thousand state prisoners being held in county facilities because of the lack of space in state prisons. Municipal jails are also severely overcrowded. These facilities are designed to detain prisoners for a short period of time (i.e. 24 hours), after which they are to be transferred to county or state institutions. However, given the overcrowding at the county and state levels, prisoners are being forced to remain for extended periods in the municipal lock-ups. Consequently, as city police arrest individuals, they must literally pile them on top of others in already overpopulated cells. A

stark example of this dangerous phenomenon is the State's largest city, Newark. Newark's jail has a capacity of 71. On April 4, 1982, 165 persons, more than double the capacity, were being held. Physically, Newark was holding up to nine people in 30 square feet cells. This crisis led Police Director Hubert Williams to file a lawsuit in an attempt to force Essex County to take all of its prisoners out of the city facility. On that same day, the Essex County jail, with a capacity of 550, held 726 prisoners. Thus, it could not accept the people being held by Newark. According to Director Williams, prisoners and guards were being subjected to verbal abuse and physical danger as a consequence of the overcrowding. County Executive Shapiro conceded the hardship on the city, but noted that 186 of the 726 prisoners in the county jail should have been in state prisons. Thus, the entire system was critically overcrowded.

This situation exists in counties throughout the State and the nation. It is predicted that the population of the State's prisons will quadruple by 1990. The Department of Corrections estimates a cost to the state of \$14,229 per inmate per year. Thus, the increase in prison population will severely burden an already lean State budget.

New prison construction is a popular strategy being suggested as a solution to this dilemma, largely because it allows legislators to maintain a "touch on crime" image.

The reality, however, is that prison construction is an impractical solution. It has been estimated that the current cost of prison construction runs as high as \$63,000 per bed. Given the projected rate of increase in prison population, it is evident that the state cannot afford to build new prisons at the pace the current system requires. Further, there is the ever-existing siting problem associated with prison construction. The same legislators who advocate new prison construction resist any attempts to find suitable prison sites acceptable to both the State and the community involved.

What has caused this crisis of prison overcrowding? The primary cause of the problem is the new Criminal Code, which imposes longer mandatory sentences on criminal offenders. William Bauer, Commissioner of Corrections for New Jersey, in recent testimony before the Senate Institutions, Health and Welfare Committee, stated that in two years since enactment of the new Criminal Code total commitments to state institutions have risen from 6000 to 8900 inmates. The legislature's intent in enacting the new code was to "deter" people from committing crime by imposing longer mandatory sentences with no eligibility for parole. As Commissioner Bauer stated in his testimony: "I think the Criminal Code is doing exactly what it was intended to do: it is getting the violent offenders off the street and into the institutions. The problem is just that there isn't any

space to keep them." The present corrections system in New Jersey provides no incentive to a large number of inmates. They know that they are ineligible for parole, good time, or any other adjustment in their sentences. Thus, the State is prolonging the burden on itself by forcing individuals with mandatory sentences to remain incarcerated beyond the point at which they pose a threat to society. This is itself counter productive, and it is made worse by the conditions in which incarcerated people exist.

ACTIONS PROPOSED

Edwin Stier, former Director of the New Jersey Division on Criminal Justice, in testimony before the Senate Institutions, Health and Welfare Committee, categorized the Criminal Code as "a more harsh system of punishment than prior criminal law." He described the original intent behind the new Code as including "a presumption against incarceration in an attempt to reduce the number of people who were going to institutions." This, however, shifted because of an increase in the crime rate and "very strong public sentiment in favor of meeting those crime rates with harsher punishments."

Legislators must resist the political expediency of fighting crime through a simplistic process of wholesale incarceration. New Jersey's criminal justice policy must recognize the reality of the State's increasing needs and

diminishing resources. Alternatives to incarceration should, where appropriate, be utilized. The human and financial cost of alternatives is far less than the cost of incarceration. The appropriate use of alternatives insures that prison space will be more available for the incarceration of those violent offenders from whom society must be protected. Reduction in prison population through the use of alternatives to incarceration will allow for the operation of correctional programs within institutions and protect the constitutional and human rights of inmates.

The following two alternatives to incarceration should be considered.

- * Community service and restitution. Restitution requires the offender to reimburse the victim for damage done, while community service requires the offender to perform work, free of charge, for public and private agencies in the community. This kind of sentence can serve several purposes: to compensate the victim; to provide community services which otherwise would go undone; to link the punishment with the crime; and to save taxpayer dollars and relieve overcrowding. Good programs now exist in a few counties, but most are federally funded and in danger of elimination. The State should financially support the establishment of community service programs in every county.

* Halfway Houses. There are presently available 150-300 halfway house beds, located in Trenton, Camden, New Brunswick and Newark, with the state, the counties and the federal government competing for the spaces. The per diem cost at a halfway house is far less than the per diem in a county jail, and the halfway house alternative helps to smooth the transition from prison to life outside for the offender. A survey conducted by the New Jersey Association on Correction in mid-1981 revealed that the operators of existing facilities were willing and able to expand their operations. They cannot do so, however, without assurance that the additional beds will be filled. The present state budget allows the Department of Corrections to spend \$175,000 for community halfway house beds. Many other states depend heavily upon this alternative. Ohio has 21 halfway houses for 625 offenders, with a state appropriation of \$3.6 million. Michigan has 2200 offenders in 100 halfway houses across the state. New Jersey should increase its use of halfway houses.

Additional actions that should be taken to improve this situation include:

- * Passage of legislation which would accelerate parole eligibility for prisoners nearing completion of their sentences when there is severe overcrowding. This acceleration would take place upon a declaration of an

overcrowding emergency by the Governor. Parole eligibility would be accelerated by 90 days. This would not guarantee eligibility to any inmate. The statutory standards for eligibility would remain in effect. Thus, no inmate ineligible for parole would be granted parole as a result of this legislation. The effect of the bill would be to give the Governor emergency powers to take short term action to relieve severe overcrowding.

- * Development of a long range correctional plan for the State. The causes of the correctional problem in New Jersey are systemic, and only systemic solutions will be effective. The entire system must be reviewed in the context of the sentencing policies of the Criminal Code and the fiscal limitations of the State.

The suggestions included herein are fraught with political problems, both perceived and real. Legislators are afraid to be categorized as "soft on crime," and see anything other than incarceration as beneficial only to the criminal. This is not the case. There is a punishment element in all of these suggestions, including severe restrictions on individual liberties. However, there are also constructive elements aimed at reducing recidivism, and the suggestions are fiscally practical. They recognize that prison space is a finite resource, and they allow for the

prudent use of this resource. Legislators must assert themselves as leaders on this issue. The public attitude is largely an emotional reaction to the crime problem. This emotion, especially prevalent in black communities severely victimized by crime, must be balanced with reality. Otherwise, public funds needed for education, health, job training and other social services will have to be siphoned into corrections. The black community, and the general State population, must recognize this and support and encourage progressive legislative measures in this area.

SUMMARY

The corrections system in New Jersey is dangerously overburdened at the present time. State, county, and municipal prisons and jails are in excess of 100 percent capacity. Lawsuits alleging deprivation of constitutional rights because of prison conditions are being filed. A disproportionate number of incarcerated people are black. Constructive short term solutions, and comprehensive long-range planning, must occur if the State is to survive this dilemma.

MINORITY BUSINESS DEVELOPMENT

Wynona M. Lipman

OVERVIEW STATEMENT

The fate of New Jersey's urban minority communities is inextricably intertwined with the growth of minority business. Empirical studies have confirmed that minority businesses hire primarily minority employees. Yet the growth of minority business has been slow. Recent Census Bureau data reveals that minorities own businesses at a rate only one-fifth that of non-minorities. Nationally, there exists only 14 minority-owned businesses for each 1,000 minority persons compared to 63 businesses for each 1,000 non-minority persons. As the American economy steadily declines and the state unemployment rate hovers at an alarming 9.5 percent, (2) minority communities should become increasingly concerned with the survival of minority businesses.

President Reagan recently requested that the Department of Commerce's Minority Business Development Agency (MBDA) examine the status of minority businesses today, after

(2) Minority employment in New Jersey was 16 percent for the first quarter of 1982.

fifteen years of government involvement. In its report issued in January 1982, this office concluded that minority businesses suffer a relatively low business formation rate, a low growth rate and a higher than normal failure rate. There are many reasons associated with these problems including the difficulty minority businesses experience in obtaining financing to start and maintain a business, the unusually small size of minority businesses, (3) the lack of business and management techniques by many minority business owners and unwritten, yet subtle, restrictions on business opportunities.

New Jersey's approach to minority business development should be assessed with an eye toward these problems. If more focus were placed on minority business development, it would undoubtedly result in more jobs for minorities. A study by the Massachusetts Institute of Technology showed that between 1969 and 1976, 80 percent of new jobs were provided by firms having 100 employees or less and approximately 60 percent were provided by businesses with fewer than 20 employees.

Recessionary times affect small companies more than larger ones and directly impact on minority business development. Failures among small businesses are becoming more common. Dun & Bradstreet report that business failures

(3) The *BDA report of January 1982 states that only 200 minority firms have 100 or more employees although studies show that firms of over 100 employees have a greater resilience to failure.

rose 42 percent between 1980 and 1981 and that most were small businesses. Minority businesses and, therefore minority job opportunities, are sure to suffer in the near future if efforts are not made to aid them.

RECENT GAINS

Throughout the country, minorities are recognizing the need to ensure the survival of minority businesses. Through pressure placed on local and state governments, minorities are making small gains in the area of minority business development.

The State of New York recently reestablished its commitment to facilitate the growth of minority business enterprises. Although New York has had an Office of Minority Business Enterprise within its Department of Commerce since 1973, a recently signed Governor's Executive Order clarifies the authority of the Commissioner of Commerce to promote minority business enterprises. The state must now provide additional techniques and management assistance to minority businesses. Further, the order establishes Governor's Executive Committee on Minority Business Development to assist in coordinating the participation of all state departments in this effort but, most significantly, to monitor on an annual basis state efforts to promote minority businesses.

The City of Philadelphia is currently considering, and is expected to pass, a resolution adopting a minority business set-aside program for certain city contracts. This will greatly increase opportunities for minority small businessmen to obtain city contracts.

Efforts in New Jersey are afoot to promote the business climate, but there is no clear focus on minority business. Instead, the focus in our state is on small business. When the newly created Department of Commerce and Economic Development went into operation in January 1982, it contained an Office of Small Business Assistance within the Division of Economic Development. Surely, any efforts to aid small businesses will also aid minority businesses because most are small in size. Yet, minority businesses have special problems that must soon be addressed. The state has far to go in this regard, but minority legislators are focusing on efforts to aid minority business development. Senator Wynona Lipman has sponsored legislation to establish a small business set-aside program in the awarding of state contracts. Assemblyman Wayne Bryant has sponsored legislation to waive bonding requirements for minority contractors in certain situations. These represent small, but significant, gains for minority businesses. They are merely a beginning.

Minority entrepreneurs have made few gains at the county level, with county governments remaining largely

unresponsive. In 1981, Essex County sponsored the state's largest county-wide procurement conference. Several services contracts resulted from this effort. Mercer and Camden counties have made similar attempts but with few measurable results.

At the municipal level, the City of Newark has begun to encourage private industry to observe the city's 25 percent participation goal for minority business. Insubstantiated complaints from major general contractors and construction managers of difficulties occasioned from restructuring their bid packages to meet the minority participation goals are beginning to fall on deaf ears.

In the area of private industry, the casino industry in Atlantic City awarded \$2.6 million in contracts in 1981 to 53 minority firms, 13 of which were in the area of construction.

CURRENT CONDITIONS

Although minorities represent 20 percent of the state's population, there is not a 20 percent minority participation rate in business formation. For established minority business enterprises in New Jersey, the most pressing concern is the availability of opportunities to sell their services or materials. As our recession deepens, minority companies need assistance to remain competitive with established small businesses. Most minority businesses

do not represent preferred customers to local banks and, therefore, are subjected to a high debt structure. It is imperative for minority businesses to ensure that laws enacted to aid them in capturing a share of the market are actually enforced. Greater efforts will be necessary to tap federal, state, local and private markets.

There are many detailed laws concerning the employment of minorities when state contracts are awarded, but the laws do not implement the state's commitment to promote minority business opportunities. In 1979, New Jersey's Law Against Discrimination was amended to provide the Commissioner of Treasury with authority to draft rules and regulations to promote business growth of socially and economically disadvantaged businesses. To date, few formal rules have been proposed by the Treasurer. Additionally, the state has refused to focus on the concerns of minority businesses and has opted to aid the broader category of "small businesses." The State obviously has no immediate intention of establishing an Office of Minority Development, similar to that recently created in New York.

Advocates for minority business development will be focusing on the priorities of the newly-created Office of Small Business Assistance. This office which is to provide technical assistance to small businesses will be strengthened if the legislature enacts a pending bill establishing a small business set-aside program. The set-

aside program would be administered by the Office of Small Business Assistance which would identify those state contracts, or portions of contracts for goods, services and construction suitable for award to a small business. Once this designation is made, only small businesses may be considered for the contract.

The Office of Small Business Assistance, currently the state's only response to minority business concerns, has yet to receive funding. Without funding the Office will have difficulty carrying out its responsibilities.

Another major concern of minority businesses is the awarding of contracts by the federal government. In October 1978, Public Law 95-507 was enacted. Under this law, private sector companies which receive large federal contracts (over \$1,000,000 for construction contracts and over 500,000 for all others) must submit subcontracting plans addressing both small and minority businesses as subcontractors. The law specifically requires that 15 percent of the total contract awarded go to minority/disadvantaged firms. Yet, New Jersey's minority businesses are alleging that this law is not being enforced. (4) Federal monitoring of contract compliance in the public and private sectors has been minimal. Minority small businesses hope to facilitate minority participation

(4) For FY80, the federal government awarded \$1,972.6 million in procurement contracts to New Jersey firms. Only 1.4 percent or \$28.3 million were awarded to minority companies.

in subcontracting for federal projects by suggesting a closer working relationship between the State and federal entities administering this area. The Office of Small Business Administration could maintain an updated list of minority business enterprises and the nature of their prequalification for receiving state business. In this way, the state could aid the federal Small Business Administration in identifying minority businesses suitable for subcontracting work on federal contracts.

The Reagan administration, in seeking to redirect and trim the responsibilities of the federal government, is shifting the responsibility for social concerns to state and local governments and to private industry. The federal government has totally abdicated its responsibility to monitor compliance with mandated affirmative action plans requiring utilization of minority businesses. Rather than enforce affirmative action rules currently in effect, the present administration has emphasized self-help and volunteerism.

The response from minority business advocates is to pressure state and local governments and private industry to require the participation of minority businesses when contracts are awarded. Such pressure can reap results. Recently, Prudential agreed to award 25 percent of all subcontracting work on its \$65 million project to minority businesses. Significantly, this agreement, obtained through

the efforts of Senator Lipman and a task force of minority entrepreneurs, was sought and obtained during the early planning stages of the construction project.

ACTION PROPOSED

The Office of Small Business Assistance is an important first step by the state and can be the impetus for further action in the area of minority business development. In this regard, it is imperative that minority business-persons band together to make their problems known. The state will only initiate action if forced to do so through political pressure.

The Office of Small Business Assistance, which is currently the state's response to minority business concerns, is an insufficient response. As in New York, New Jersey needs a separate Office of Minority Business Development located within the Department of Commerce and Economic Development. This could be accomplished through a governor's executive order, the same method previously utilized by Governor Byrne to institute a state affirmative action policy with regard to employment. This new division could offer a variety of services aimed at mainstreaming minority businesses into the general economy and referring them to services that will improve the business practices of minority firms. The division's efforts could also include compiling a register of minority businesses developing an

inventory of federal, state, local and private sector minority business development services available statewide and facilitating the utilization of minority firms in economic development projects. The push for an Office of Minority Business Development must begin now and must be sustained until achieved.

If Governor Kean were to establish an office to promote minority business development, this action may provide the necessary impetus for private industry to utilize more goods and services provided by minority companies. Until then, the State must, through its Department of Commerce and the Office of Small Business Assistance, encourage state agencies to establish participation goals for small and minority businesses in the awarding of procurement contracts. Local agencies should be similarly encouraged.

The Office of Small Business Assistance must receive sufficient monies and resources to implement the small business set aside program which should aid minority businesses. Yet an available loan program remains necessary to the survival of some businesses. Advocates should request that such a program be developed for small and minority businesses by the New Jersey Economic Development Authority. Alterations to the current program (e.g., expanding the current \$35,000 loan limit, broadening the program's availability to include suppliers and construction contractors, reducing applications fees) should be sought.

To further bolster the availability of loans to minority businesses, the State must utilize the services of minority banks and insurance companies based in New Jersey.

**AFFIRMATIVE ACTION: PUBLIC SECTOR/PRIVATE
SECTOR**

Warren Smith

OVERVIEW STATEMENT

In a 1978 study conducted by Louis Harris and Associates for the National Conference of Christians and Jews, blacks indicated that the biggest problem facing them was unemployment. Today, blacks in New Jersey continue to be frustrated in their attempts to secure adequate employment, progress on those jobs now held, and receive wages free from discrimination. Current economic conditions, new economic policies, and a changing mood toward the problems of blacks by the White House, impact directly on this frustration and present challenges to blacks in this state.

Affirmative action is perceived by many blacks as one way to meet these frustrations in 1982. It provides a remedy for the tendency to exclude blacks from the "mainstream" of society. This remedy may include hiring goals, preferential hiring, positive advertising for jobs by employers, special recruitment and training or the removal of barriers which deny equal opportunity. It is a means of

effectuating change which comes sometimes through voluntary action, and at other times through force. While no single, clear-cut definition of affirmative action exists, blacks in New Jersey look toward affirmative action as their hope for the future.

In spite of the many Federal and State laws, executive orders, regulations, and court decisions supporting the concept of "affirmative action," we find in 1982 that this practice is still being challenged as an effective remedy for past discrimination, and a means toward societal equality for blacks. Some blacks argue that the real issue is poverty and that affirmative action will not improve the economic quality of life for black citizens in New Jersey. Some whites argue that racial preferences are constitutionally wrong, create a further separation of the races, burden those who did not create the discrimination of the past, and violates all concepts of fairness and equity.

Although some recognition can be given to those arguments, it is clear that racial discrimination does still exist in New Jersey. Until a better method is devised to eliminate its unequal effect on blacks in employment in this State, affirmative action should continue to play a significant role in public policy.

This report will highlight the impact of affirmative action on blacks in New Jersey, review the current conditions facing blacks in both the public and private

sector, and offer alternatives and changes needed for the future.

RECENT GAINS

Public Sector

On or about April 24, 1981 the New Jersey Legislature passed P.L. 1981 C. 124 which provides for equal employment opportunities in the State Government. This law requires State Departments to ensure equal opportunity in recruitment, selection, hiring, training, promotion, transfer, layoff, compensation and fringe benefits. Innovative personnel policies are to be explored as well as the development and implementation of affirmative action plans.

The Department of Civil Service through the Division of Equal Employment Opportunity and Affirmative Action is given specific authority to:

- * review its regulations and testing procedures in order to amend or eliminate those which discriminate against minorities.
- * validate selection devices.
- * analyze job specifications.
- * review all Title VII of the Civil Rights Act of 1964 (P.L. 88-352) discrimination complaints.

Further authority is given this agency to recommend sanctions for non-compliance to the President of the Civil Service Commission who, with the concurrence of the Governor, will implement those sanctions.

The requirement of appointing a full-time affirmative action officer in each State Department who is responsible to the Division of E.E.O.-A.A., as well as the creation of goals for each department, will have a positive impact on the improvement of black employment in State Government.

Employment data for New Jersey State Government shows that in 1981 blacks comprised 22 per cent of total employment as compared to 21.6 percent in 1980. While this continued increase is noteworthy, it should be pointed out that blacks still are concentrated primarily in lower salary level and non-professional employment categories. In 1981, only 6.5 percent of blacks are employed as officials and administrators, and 11 percent as professionals.

Many county and local governments have, on a voluntary basis, developed affirmative action plans, appointed affirmative action officers, and established goals for minorities in areas of underutilization. However, this as yet, is not a required activity. Until such a requirement is in place, and centralized statistics are available, it will be difficult to determine what, if any, gains are being made by blacks in this area.

The recently concluded "Firefighters" suit brought in Federal District Court against the State Department of Civil Service and approximately thirteen municipalities in New Jersey, is seen as a positive gain for increasing the number of blacks in the uniformed service. The consent decree approved by the court, requires specific affirmative action steps to ensure equal consideration for blacks in employment.

In general, blacks have made significant gains in public employment. More blacks are being informed of and are sitting for civil service tests. The establishment of goals, and the continued recruitment of blacks for public service employment will assist in further gains being made in this area.

Private Sector

There are those individuals who feel that affirmative action has had little effect on the employment status of blacks in the private sector. A review, however, of the third quarter statistics 1981 of the U.S. Department of labor indicates that blacks are making gains in the "white collar" non-farm categories. In a comparison of 1972 and 1980 statistics, blacks made gains in the professional and technical, managers and administrators, and sales employment categories.

The Office of Federal Contract Compliance in March 1982 decertified the previously approved "Merced-Burlington Plan" which precluded the State Department of Treasury, Division of Affirmative Action from monitoring the implementation of affirmative action goals for construction contractors and subcontractors and service contractors and subcontractors providing services to government. This action will permit the State Office to monitor any future construction in this area. Blacks seem to be making improvements in the craft area. However, significant numbers of blacks continue to experience problems in being accepted into apprenticeship programs.

CURRENT CONDITIONS

In spite of the gains blacks have achieved through affirmative action, some doubt remains that the successes of the past will be accomplished in the future. The United States Attorney General, William French Smith, has stated that the Justice Department will end its pursuit of the use of racial quotas in employment discrimination cases. In a speech before the American Law Institute in Philadelphia, Attorney General Smith indicated that the use of remedial action has been "ineffective," and at times unfair as a remedy to discrimination. He feels that quotas not only place "inflexible restraints" on one race, but "stigmatize the beneficiaries." This position will almost likely signal

an end to advocacy in the Supreme and other courts of affirmative action plans which included quotas or remedies that amount to quotas. The Department intends to seek, in their words, equal opportunity without preference. Evidence of this attitude was recently realized where, in the settlement of a Federal District Court case involving a County Government in Long Island New York, the consent decree approved by the court did not include any affirmative action goals.

The new administration in Washington, the chief architect of these changes, has also proposed to modify the affirmative action requirements for federal contractors. These proposals include:

- requiring written affirmative action plans of contractors having 250 or more employees and a federal contract worth at least one million dollars. Currently contractors having 50 or more employees and a contract of at least \$50,000 must file written affirmative action plans.
- permitting abbreviated affirmative action plans.
- elimination of pre-award reviews.
- requiring employers to declare underutilization only when the employment of minorities is less than 80 percent of their availability.
- allowing the extension of the duration of an "AAP" for up to five years.

Since most public and private sector affirmative action plans are patterned after the federal requirements for contractors, these changes if adopted, will have significant impact on the hiring of blacks in New Jersey by both public and private employers.

Affirmative action has recently undergone a review in the Congress with hearings being conducted by the subcommittee chaired by Orin Hatch. A Bill H.R. 3466 was introduced by Representative, Bob Walker from Pennsylvania which would outlaw the use of sexual and racial quotas as an avenue for rectifying past job bias. This Bill would amend Title VII of the Civil Rights Act of 1964 to prevent employers from giving preferential treatment to any individual or to any group on the basis of race. If passed, the practice of requiring employers to hire or promote a specific number of minorities in a specific time period would be ended. A "good faith" effort would then seem to be the only real requirement placed on employers.

ACTIONS PROPOSED

Public Sector

In the employment area, State Government must support the rigorous enforcement and implementation of P.L. 1991 C.124. All State Departments must have approved affirmative action plans with included statistics, work force and utilization analysis. Any department found to be in non-

compliance would receive appropriate sanctions. All artificial barriers to equal employment opportunity should be removed and specific recruitment and training programs should be established.

Sufficient funds should also be appropriated to the Division of Equal Employment Opportunity and Affirmative Action to ensure the necessary staff to conduct those activities required by this law.

The black community should support Senate Bill No. 594 introduced by Senator Lipman in the 1982 legislative session. This Bill would expand the responsibility of the Division of E.E.O.-A.A. to local government agencies. All of the affirmative action requirements imposed on State Departments would be broadened to include county and local governments. The formal necessity of developing and implementing affirmative action plans would help improve the employment numbers and status of blacks with these employers. Some consideration, however, should be given to the fact that many local governments function on a part-time basis, and the requirement of a full-time affirmative action officer is not practical.

The higher education institutions in New Jersey employ a large number of individuals. There seems, however, to be a general reluctance on the part of these institutions to coordinate their affirmative action activities with other State E.E.O.-enforcement agencies. The Governor should

mandate a closer working relationship between the Chancellor of Higher Education and the President of the Civil Service Commission.

The black community should support Senate Bill No. 586 introduced by Senator Lipman, which would require the establishment of specific rules and regulations designed to maintain and insure a positive program of affirmative action and equal employment opportunity for employees and applicants for employment at all public institutions of higher education in New Jersey. Consideration should also be given to the withholding of State funds from any institution found to be in non-compliance.

Private Sector

The State is proposing the construction of a major hospital and prison facility in the Camden area. Since construction employment has been and continues to be a major problem area, the black community should insist that sufficient job opportunities be provided on this and other State projects.

The black community should continue to insist that private corporations establish and implement affirmative action plans to increase the hiring, promotion and training of black workers. The State Division on Civil Rights should also receive increased appropriations to assist in the investigation and resolution of employment discrimination complaints filed against these private corporations.

The black community should insist that the Casino Control Commission regulations on affirmative action continue to be enforced. This is necessary to insure that blacks receive equal consideration for construction and other job opportunities.

SUMMARY

The prevailing attitude in Washington toward affirmative action and the new policies being developed, will make it difficult to realize the gains of the past in 1982. Without the support of the Federal Government, it will now be left up to the State of New Jersey to provide the means by which blacks can receive equal treatment, equal access, and equal opportunity in employment. Only through determined enforcement of the laws now in existence, and the consideration of new proposals in this area, can the hope for full and complete integration in the State's work force be realized.

The black community must continue to monitor the activities of the State government and insist that affirmative action be applied where appropriate and necessary. It must also be prepared to meet the challenges that 1982 will bring.

URBAN DEVELOPMENT

Richard W. Poper

OVERVIEW STATEMENT

The economic health of the nation's central cities has been a concern of policy makers for some time. Anyone who has ridden through the heart of Detroit, Michigan; St. Louis, Missouri; or Gary, Indiana; or through northcentral Philadelphia, or the South Bronx in New York can readily appreciate why these communities have been the focus of national concern.

The litany of problems confronted by these urban areas is now all too familiar: unchecked increases in poverty, crime, housing abandonment, and tax burdens and the continued decrease in available municipal services, quality of education, tax base, and middle-income residents.

New Jersey's older cities are no exception to the trend of continued economic difficulty. 1980 Census data show, for example, that between 1970 and 1980 Newark -- New Jersey's largest municipality -- lost 52,000 people; Jersey City lost 37,000; Paterson, the smallest loser, declined by more than 6,000; Elizabeth lost 7,000; Trenton declined by

14,000; and percentage wise the biggest loser of them all, Camden, lost 17,000 or 17 percent of its total population. Once more detailed information is made available, we expect that other indicators of decline will be equally as grim for these places. A 1978 report on New Jersey cities by the New York based Regional Planning Association explained that what has been happening in this state is a shifting of the mainstream of New Jersey life away from city centers to the suburbs and beyond, where not only factories but offices and huge shopping centers have been locating.

Of New Jersey's ten largest cities, seven are regarded as economically distressed. These seven cities have a total population of just over one million people and account for 14 percent of the state's total population. Also within these seven cities reside almost 472 thousand black New Jerseyans representing 51 percent of the state's total black population. The quality of life experienced by a majority of these people is in large measure a function of the economic health of the cities in which they live.

Helping our cities achieve economic growth is an important public policy concern. It has special meaning for the black community, however, because of the large proportion of blacks living in the cities. Without economic growth, these residents are faced with limited employment opportunities and consequently are forced to rely on direct government support for their basic needs. Urban

revitalization holds out the possibility that jobs will become available for the people who live in the cities. This possibly, however, can only be realized if those involved in urban revitalization see it as an intrical part of the process.

RECENT GAINS

In several of the state's large older cities -- Newark, Jersey City, and Paterson -- some progress has been made in stimulating downtown commercial development. Newark, for example, currently has three office buildings under construction that represent an investment of approximately \$132 million in the downtown area. Once these buildings have been completed more than 4,500 employees will occupy them and it is estimated that one half of them will be minorities (women, Hispanics, and blacks). Although the employment figures do not represent all new jobs, they do reflect a net increase in jobs and of equal importance, a commitment by the private sector to maintain important business activity in Newark. In addition, eight other commercial and industrial projects completed in Newark have created 3,288 new jobs of which 2,138 are permanent. Over 50 percent of these jobs are held by minorities.

Similar activity has been occuring in Jersey City where \$37.5 million is being invested in the Journal Square and the Harbor Side Terminal areas. Two new office buildings

and major rehabilitation of another office building represent new construction jobs and an increase in the number of permanent employees in the downtown area.

Paterson has succeeded in developing an Industrial Park into which five firms have located. Of these firms, two are new to Paterson. With the development of the Park, the city was able to retain approximately 100 jobs and create 34 new ones. Paterson has also made progress in its attempt to revitalize the Great Falls Historic District. With an investment of about \$11 million in infrastructure improvements the District has attracted a locomotive erecting business that brought 100 new jobs to the city. Also located in the District are housing units for artists and a few rehabilitated buildings that provide workspace for them.

Trenton, the state capital, is constructing a \$2.5 million Industrial Park which is expected to produce approximately 300 new jobs. The city will also shortly see construction begin on three new state office buildings. The three hospitals in Trenton are being expanded at a cost of \$40 million and will generate approximately 3000 new full time jobs.

Two of the state's less populous but nonetheless depressed cities, Atlantic City and New Brunswick, are also benefiting from private sector investment in their downtowns. Atlantic City's Casino industry has thus far

created about 28,000 new jobs. Few of these jobs, however, are held by minorities. And in New Brunswick, the Johnson & Johnson Corporation has stimulated new investment in the city by its construction of a new office building. A Hyatt Hotel, adjacent to the office building, is nearing completion and the George Street Mall upgrade project is proceeding on schedule.

CURRENT CONDITION

The struggle to infuse some of the state's distressed cities with new economic development activity seems to be producing measurable results. Yet, the overall picture for these cities and the people living in them remains far from rosy. The downtown development projects and the industrial parks taking shape in a number of places throughout the state are encouraging signs which hopefully portend further economic improvement for the places in question. The fact remains, however, that the state's older cities are still in desperate shape, and need help -- now. The help required must come in the form of economic activity that results in jobs for area residents and enlarges the cities' pool of tax ratables. Four and a half years ago, then Governor Brendan Byrne promised to create an Urban Growth Strategy that would provide just such help to the State's urban areas. To date, no such strategy has been created.

ACTIONS PROPOSED

The sense of hope that has been engendered by recent private-public cooperation in urban economic revitalization must not be allowed to dissipate. Indeed, during this period of overall government retrenchment, the elected leadership in New Jersey's urban areas must actively enlist the participation of business community leaders in the task of rebuilding the areas in which their firms are located. To the extent that such collaboration is occurring it should be supported, where it is not, it should be initiated.

Yet, it must be recognized that much of what has been achieved in this state through the joint efforts of the public and private sectors has in large measure resulted from the availability of federal financial support. It is almost impossible to identify a successful economic development project in New Jersey that has not been partially financed by the federal Urban Development Action Grant Program (UDAG) or the Economic Development Administration (EDA). Although these programs have had their funding levels reduced, they are still operable and should be regarded as essential to the continued success of urban revitalization activity. The UDAG program has gained the strong support of the private sector and is therefore much more likely to survive future budget cuts than EDA. Both, however, must be maintained. EDA's infrastructure and construction financing programs have proven to be effective tools in helping to stimulate urban economic development.

New Jersey State government must also show greater interest in helping to revive the cities. The New Jersey Economic Development Authority, created in 1974, has only recently begun to focus some of its considerable resources on urban areas. Industrial Park developments in some cities sponsored by N.J.EDA should be continued and broadened to include other urban areas.

The newly created New Jersey Department of Commerce and Economic Development offers the potential for expanded, coordinated assistance to distressed urban areas. Since N.J.EDA is now part of the new department, as is the recently established Small Business Assistance Office, the mechanisms to strengthen urban economic development are beginning to fall into place.

The role of state government in urban revitalization activity in New Jersey has been almost nonexistent. Because of the heavy presence of the federal government in the recent past, the absence of a strong state role in urban revitalization has not been that important. Given current circumstances, however, the state can no longer absent itself from the work still to be done. Indeed, it may be argued that in the days ahead successful urban development in New Jersey will depend to a much greater degree on the partnership of local government, the private sector and state government.

Several developments at the state government level suggest that there is a growing awareness of the need for state involvement in urban revitalization. Legislation has been introduced to establish urban enterprise zones in New Jersey. One such piece of legislation was drafted by the Kean Administration, S-1560, and is sponsored in the New Jersey Senate by Democrat Wynona Lipman. The bill, if enacted by the legislature, would create up to four enterprise zones per year for a period of five years. The bill is intended to provide means for stimulating private sector efforts to rejuvenate commercial and industrial development in urban areas of the state. Businesses wishing to receive any of the benefits offered under the program must be located in the zone and 25 percent of the work force of the firms must:

- * Reside within the zone or municipality in which the zone is located; or
- * Be unemployed or on public assistance for one year prior to being hired; and
- * Be eligible for CETA assistance.

Benefits available to eligible firms include a loss carryover provision, and elimination of net worth tax liability. Perhaps the major incentive offered to employers is eligibility for an award based upon the amount of unemployment insurance tax it has paid for those new

employees who meet the specified eligibility criteria. The award can range from an amount equal to 50 percent of the employer's unemployment insurance payment during the firm's first four years in the zone to an amount equal to 10 percent in the firm's fifth four years in the zone.

The legislature is expected to consider this legislation in September, 1982. Favorable action is anticipated although amendments to it may be made.

Although the Urban Enterprise Legislation is an important signal of state government willingness to more actively engage in the work of urban revitalization, it is involvement on a very small scale. Yet, because it is a commitment to help it should be supported.

A larger and perhaps more meaningful state government response to urban revitalization in New Jersey is the package of legislation establishing a Local Development Financing Fund, a Community Development Fund, and an expanded Industrial Park Program. New Jersey citizens will have the opportunity in November to express their support or lack thereof for the major new state initiative these programs represent. Funding for these programs is to be provided through a bond issue which will be on the ballot in the upcoming general election. The Community Development Bond Issue provides \$45 million to capitalize the New Jersey Local Development Financing Fund which will finance industrial and commercial enterprises in urban aid eligible

municipalities. In addition, \$30 million is included for a Community Development Fund which will provide loans and grants to approximately 300 localities. And \$10 million of the issue will enhance the N.J.BDA administered industrial park program. This \$85 million bond issue, if passed by the citizens, would permit New Jersey state government to significantly increase its involvement in urban revitalization activity.

The state's urban activists should certainly lend their support to passage of this bond issue. The proposal represents the first time in New Jersey history that a bond issue has been presented to the public that is specially related to relieving urban decline. Unfortunately, not much attention has been given the bond issue and the programs it is to finance. The Urban Enterprise proposal, on the other hand, has been the subject of quite a bit of discussion. While both should be supported, it should be obvious that the Bond Issue holds the greater potential for helping improve the economic condition of New Jersey's cities.

SUMMARY

New Jersey's black residents are heavily concentrated in the state's urban areas. Most of these areas continue to suffer economic difficulties. Unless a more concerted effort is made to stimulate economic growth in these places, the employment opportunities available to their inhabitants will not materially improve.

Private sector initiatives in the area of urban revitalization is beginning to show results. Local government cooperation with the private sector in this regard should be encouraged. It seems clear that absent such cooperation, successful revitalization efforts in our cities is almost impossible.

State government has been slow to assume a meaningful role in support of urban revitalization in New Jersey but now appears ready to help. The Urban Enterprise Zones legislation and the Community Development Bond Issue represent a recognition that state government can and should do more than it has. City leaders are advised to pursue passage of these programs if the momentum in some urban areas is to be maintained and broadened.

APPENDIX

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